CITY OF MADISON
Comprehensive Plan

Imagine Madison
People Powered Planning

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City of Madison
Comprehensive Plan
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INTRODUCTION

WELCOME

Madison, Wisconsin is a growing and changing city with a rich history behind us and a bright future ahead.

Together, over the last 18 months, we have collectively created this Comprehensive Plan to prioritize our values and map out our future. This Plan is a statement of where the community wants to go and how it will get there.

During these 18 months, our Imagine Madison campaign reached out to the community for guidance and had individual contacts with over **15,000** people to gain insight on their priorities, visions, and ideas for a future Madison. This Plan reflects the primary issues identified through Imagine Madison and reinforces the importance of input from stakeholders representing many of the different communities within the city.

Some of the values, ideas, and issues were similar to those identified in the City of Madison's 2006 Comprehensive Plan. This includes concerns about balanced growth patterns, jobs, economic opportunity, safety, and access to transportation and daily needs. However, over the last decade, many new issues have risen to the top of our collective community conversation.

The issues at the forefront of our future focus on racial equity, inclusion, resiliency, enhancing community, and the ability of future generations to find success in a dramatically changing world.

This Plan will guide the City of Madison's policies, budgets, growth, and direction for the next generation and beyond.

Welcome. This is (y)our Plan.

– The Imagine Madison Team
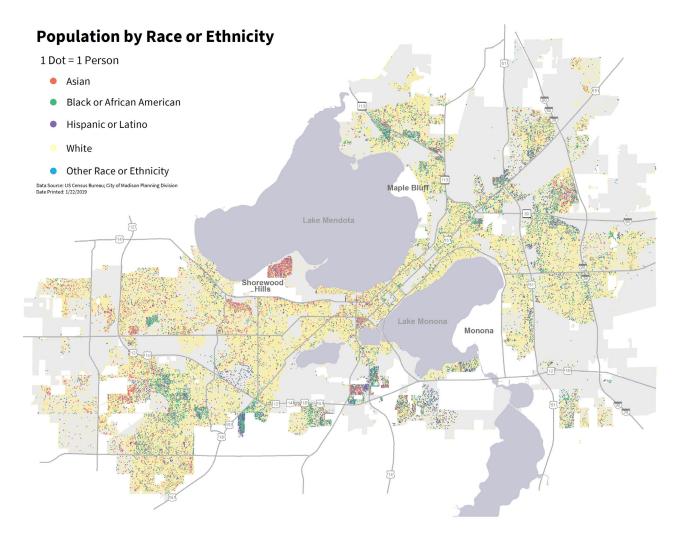
Wisconsin State Comprehensive Planning Law (Statute 66.1001) requires cities, counties, and other local units of government to enact a Comprehensive Plan to guide their physical, social, and economic development over a 20-year planning period. The law requires communities to engage residents in a transparent planning process to guide future growth and development as related to land use, housing, transportation, utilities, economic development, agriculture, and intergovernmental relationships. Comprehensive Plans are to be updated every 10 years to reflect the dynamic growth, demographics, and economic changes.

The City of Madison adopted its first Comprehensive Plan under this state law in 2006. The 2006 Plan anticipated and supported significant redevelopment in and near Madison's Downtown. The Plan also emphasized sustainability, advocated for transit-oriented design, and encouraged compact and complete neighborhoods throughout the city. This 2018 Comprehensive Plan update builds upon those themes and looks forward to emerging trends and issues. This Plan replaces the 2006 Plan and become the City's guide to decision making and investment.

DATA SNAPSHOT

This Plan uses data to illustrate Madison's current state and projected future. Madison's population, like the rest of the nation, continues to become more diverse and culturally rich. Madison's residents under the age of 18 are much more diverse than the larger population, suggesting that the City's plans and polices need to be updated to reflect its changing demographics. For example, the number of people aged 60 and over has increased by 54 percent since 2000. However, the large increase in Millennials has driven the City's median age down. Population forecasts indicate that Madison could gain 25% more residents between 2015 and 2040. This growth and changing demographics highlight the importance of a forward looking Comprehensive Plan that focuses on policies to meet the needs of our future residents.

Population by Race or Ethnicity

1 Dot = 1 Person

- Asian
- Black or African American
- Hispanic or Latino
- White
- Other Race or Ethnicity

Data Source: US Census Bureau; City of Madison Planning Division
Date Printed: 1/22/2019

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

2040 Population Forecasts[1]

+ 70,000
new **residents** by 2040

+ 40,000
new **households** by 2040

Household Income Distribution[2]

< $25K	$25K-$50K	$50K-$75K	$75K-$100K	≥$100K
23%	**24%**	**18%**	**12%**	**23%**

Median Age from 2006 to 2014[3]
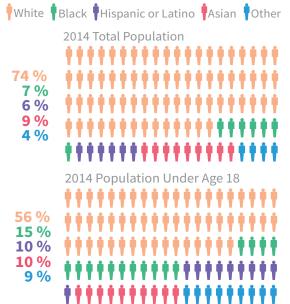
Wisconsin **37.6** → **39.2**

Madison **32.3** → **30.8**

Educational Attainment[4]

More than **4 out of 5** Madisonians have at least some college education

Race and Ethnicity Trends[5]

White Black Hispanic or Latino Asian Other

2014 Total Population

74 %
7 %
6 %
9 %
4 %

2014 Population Under Age 18

56 %
15 %
10 %
10 %
9 %

WHAT IS A COMPREHENSIVE PLAN AND HOW DOES IT WORK?

The Comprehensive Plan is the document that translates community input and ideas into policies and actions that affect City budgets, ordinances, and growth. The Plan looks 20 years into the future and seeks opportunities to address long term issues, but focuses on action steps to guide the City's near-term efforts.
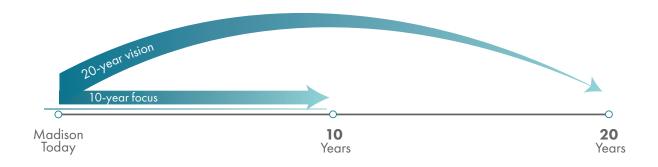
While the Comprehensive Plan is a declaration of the City's values, desires, and future, it is important to maintain the realization that this Plan is only one part of a larger inter-connected framework. It is a generalized, broad based plan that relies on its connections with other plans, policy studies, ordinances, budgets, and other processes that bring more clarity and specifics to everyday decisions.

The Plan's recommendations are intended to:
- **Create a collective vision** for a future Madison.
- **Establish priorities** for public investment, including the City's Operating Budget, Capital Budget, and five-year Capital Improvement Program.
- **Inform policies** that guide City decision-making.
- **Align the work of City Agencies** around the issues that matter most to our residents and stakeholders.
- **Create a framework for topic-specific plans** and initiatives that will expand on the Comprehensive Plan's recommendations.
- **Guide private development** through the Generalized Future Land Use Map and Growth Priority Areas map.
- **Foster partnerships** with other entities to address shared goals.

Plan Limitations:
While forward looking, this Plan cannot foresee all eventualities. The Plan helps to prioritize Actions so Madison can maintain a high quality of life and be financially resilient through ever-changing economic circumstances. On occasion, State law may preempt the City's ability to carry out several of the Plan's recommended Actions. This Plan relies on the details and flexibility that other policy plans can provide on a more timely basis.

20-year vision

10-year focus

Madison Today

10 Years

20 Years

Community Input

Comprehensive Plan

City Ordinances

City Budget

Other Sub-Area and Policy Plans

Infrastructure and Facility Plans

Community Partnerships

"Before a place becomes what any of us truly want, we have to imagine it." — Neil Heinen *WISC Editor, For the Record Host*

PLAN ORGANIZATION

The Plan is organized by six Elements—major topic areas that influence the quality of life in the city. Within each Element, the Plan is further defined by Goals, Strategies, and Actions (see sidebar example). The Plan highlights several key Actions for each Strategy. These Actions represent possible implementation opportunities and can often be linked to measurable data. However, these Actions do not represent everything the City and community is currently doing, or could do in the future. More detailed plans and policy studies bring nuance, and can go deeper into individual issues and recommendations. Each Element lists Strategies and Actions in a general sequence of priority.

6 Elements
Major topic areas

12 Goals
Statements of what we want to achieve over the long-term within each Element

50 Strategies
General approaches to achieve the Goals

150+ Actions
Several implementation Actions for each Strategy

Appendix: The appendix contains a summary matrix with all of the Goals, Strategies, and Actions in one location. The matrix also indicates the anticipated lead City agency, or agencies, for implementation of each Action.

Land Use and Transportation Supplement: The State Comprehensive Planning Law requires that all land use decisions be consistent with the Comprehensive Plan. Additional details and recommendations related to growth, development, and land use are included in a supplement designed to more easily facilitate those decisions.

6 Comprehensive Plan Elements

LAND USE AND TRANSPORTATION
Compact Land Use | Efficient Transportation

NEIGHBORHOODS AND HOUSING
Complete Neighborhoods | Housing Access

ECONOMY AND OPPORTUNITY
Growing Economy | Equitable Education and Advancement

CULTURE AND CHARACTER
Cultural Vibrancy | Unique Character

GREEN AND RESILIENT
Natural Resources | Parks and Recreation

EFFECTIVE GOVERNMENT
Efficient Services | Community Facilities | Regional Cooperation

Plan Organizational Structure Example

Element: Neighborhoods and Housing

Goal: Madison will have a full range of quality and affordable housing opportunities throughout the city.

Strategy: Increase the amount of available housing.

Action: Take a proactive approach to finding and marketing housing development opportunities to development partners.

Implementation Example: Through land banking, affordable housing funds, tax credit coordination, housing assistance, and other support, the East Washington Avenue Capitol East District has a wide range of housing from high-end luxury apartments to three-bedroom affordable townhomes for some of the city's lowest income households.

GUIDING LENSES

Early in the process of developing the Comprehensive Plan, four emphasis areas, or lenses, were identified as pertinent to the Plan. Issues related to each of the four lenses were highlighted throughout development of the Plan and are the driving force behind many of the Plan's recommendations.

Lenses Example

The Actions for Neighborhoods and Housing Strategy 1 on page 48 provide an example of how the lenses are embedded within the Plan recommendations. The recommended Actions address:
- Equity through access to a range of housing and amenities throughout the city
- Sustainability through less reliance on the automobile for daily life
- Health through access to active forms of transportation such as walking, bicycling, and transit
- Adaptability through neighborhood design that can respond to a changing society and environment

Equity
The inherent worth of each individual in Madison should be esteemed and fostered, enabling them to reach their full potential. This Plan addresses some of the structural and institutional inequities for our communities of color and other disadvantaged groups.

"For non-natives, they moved here because of the promise and reputation of Madison as a city of opportunity and growth, but many have not seen this materialize for themselves or others in the ways they expected, despite their hard work and best effort – but they are not willing to give up. All want to be part of Madison's promising future." — Resident Panel participant

Sustainability
This Plan will help Madison manage resources to promote welfare and equity for current and future generations by encouraging interconnected green space, a multi-modal transportation system, efficient mixed-use development, and protected environmental resources.

"New housing must be sustainable and take up less area than old-style housing. Having places for people to grow their own food is important, too. Community garden space should be available."
— Community Meeting participant

"There's a large amount of food insecure individuals in Madison. The city has done work to promote farmers' markets and community gardens, but there is much more work to be done!" — online participant

"More integrated, dense neighborhoods will help allow more opportunity for a naturally more diverse economy that is accessible."
— online participant

Health
This Plan will impact the choices people have concerning where to live and how to get around, access to healthful foods, opportunities for physical activity, air and water quality, traffic safety, mental health, social interactions, and exposure to pollution.

Adaptability
This Plan will help Madison prepare for fundamental changes to our way of life. This includes impacts due to climate change, automation in the workplace, and technological changes that affect the transportation system.

THE PLAN IN ACTION

Results Madison

The Comprehensive Plan was developed in tandem with Results Madison, a performance management framework that is intended to align City services with the outcomes that matter most to residents. The Comprehensive Plan's recommendations, developed through an intensive community outreach program, offer guidance to City agencies on services that should be provided and projects that should be implemented to achieve desired outcomes in our community. Results Madison's in-depth look at City services will strengthen implementation of the Comprehensive Plan. Additionally, Results Madison's monitoring of City performance data will help identify issues for future Plan updates.
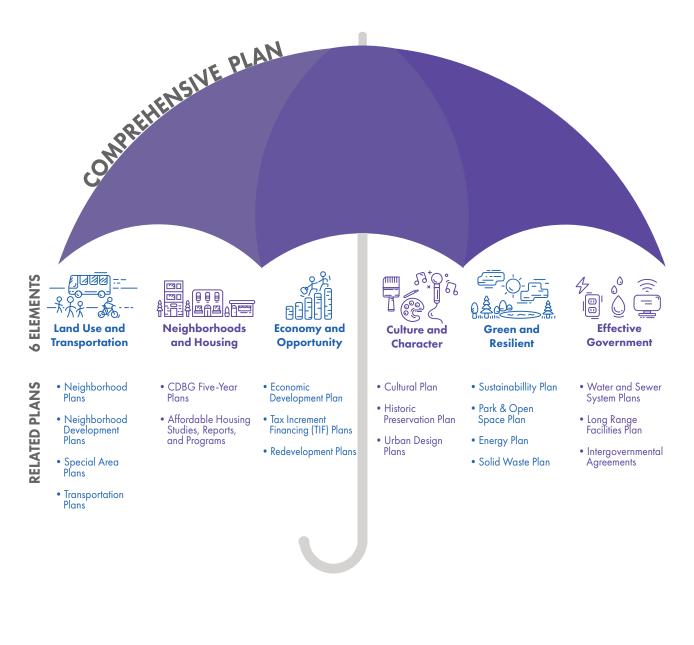
Related Plans

The City will continue to study policy issues and continue sub-area planning under the larger Comprehensive Plan umbrella. These related plans can provide detail and specific implementation actions, fine tune larger concepts, and react to rapidly developing issues, and provide in-depth analysis not possible at a citywide level.

Annual Progress Update

An annual progress update will be prepared to track progress on implementation of the Comprehensive Plan's Goals, Strategies, and Actions. The progress update will highlight City and community projects that advanced the Plan's recommendations, with a focus on improvements that directly relate to feedback received through Imagine Madison. Where feasible, the update will use data to measure progress. The report will be prepared in the first quarter of each year and be a resource for preparation of the City's capital and operating budgets.

Process to Update the Plan

Wisconsin's Comprehensive Planning law requires that Comprehensive Plans be reviewed and updated not less than once every ten years. The City adopted its first Comprehensive Plan under this State Statute in 2006. In 2012, the City adopted an update to the Plan that focused on the Generalized Future Land Use (GFLU) Map. Updates to the GFLU Map may be undertaken over the next 10 years, with another full-scale update of the Comprehensive Plan commencing in 2028.

COMPREHENSIVE PLAN

6 ELEMENTS

Land Use and Transportation | **Neighborhoods and Housing** | **Economy and Opportunity** | **Culture and Character** | **Green and Resilient** | **Effective Government**

RELATED PLANS

- Neighborhood Plans
- Neighborhood Development Plans
- Special Area Plans
- Transportation Plans

- CDBG Five-Year Plans
- Affordable Housing Studies, Reports, and Programs

- Economic Development Plan
- Tax Increment Financing (TIF) Plans
- Redevelopment Plans

- Cultural Plan
- Historic Preservation Plan
- Urban Design Plans

- Sustainabillity Plan
- Park & Open Space Plan
- Energy Plan
- Solid Waste Plan

- Water and Sewer System Plans
- Long Range Facilities Plan
- Intergovernmental Agreements

GOALS

The twelve Goals of the Comprehensive Plan are statements of what the community wants to achieve over the long-term. Each of the Plan's Strategies and Actions are intended to contribute toward achieving the Goals.

LAND USE AND TRANSPORTATION

Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use activity centers.

Madison will have a safe, efficient, and affordable regional transportation system that offers a variety of choices among transportation modes.

NEIGHBORHOODS AND HOUSING

Madison will be a safe and welcoming city of strong and complete neighborhoods that meet the needs of all residents.

Madison will have a full range of quality and affordable housing opportunities throughout the City.

ECONOMY AND OPPORTUNITY

Madison will have a growing, diversified economy that offers opportunity for businesses and residents to prosper.

Madison will have equitable education and advancement opportunities that meet the needs of each resident.

CULTURE AND CHARACTER

Madison will be a vibrant and creative city that values and builds upon its cultural and historic assets.

Madison will have a unique character and strong sense of place in its neighborhoods and the city as a whole.

GREEN AND RESILIENT

Madison will be a leader in stewardship of our land, air, and water resources.

Madison will have a model park and open space system that preserves our significant natural features and offers spaces for recreation and bringing residents together.

EFFECTIVE GOVERNMENT

Madison will have efficient and reliable public utilities, facilities, and services that support all residents.

Madison will collaborate with other governmental and non-governmental entities to improve efficiency and achieve shared goals.

ENGAGEMENT PROCESS

15,000+ people engaged through Imagine Madison

Website
11,960 unique visitors

Community Meetings
10 meetings | 371 participants

Resident Panels
231 participants

Markets and Festivals
19 Events | 649 interactions

Social Media
803 followers

Mini-Documentary

Planning Pop-ins
60 Pop-ins | 1,775 attendees
→ Hip Hop Architecture & Planning Camp
→ Cap Times Talk
→ UW-Madison PEOPLE Program
→ UW-Madison Classes

Inter-Agency Staff Team
26 staff members | 17 departments

Neighborhood Resource Teams
9 Teams | 118 attendees

City Committees
18 Boards, Commissions, and Committees

PUBLIC ENGAGEMENT

Actively involving community stakeholders and the public in developing Madison's Comprehensive Plan was the primary objective of Imagine Madison. Broad public engagement helps ensure that the Comprehensive Plan accurately reflects the vision, goals, and values of the community.

In June 2016, the Plan Commission and Common Council adopted the Public Engagement Plan for Imagine Madison, which outlined a broad participation effort. The main objectives of the Public Engagement Plan were to ensure community involvement was inclusive, relevant, transparent, flexible, and fun. Special emphasis was placed on finding ways to encourage involvement by groups within the community that are often underrepresented in planning processes.

The demographics of participants were tracked throughout the process to monitor how they matched that of the city population as a whole. Adjustments were made as demographic gaps in engagement were identified.
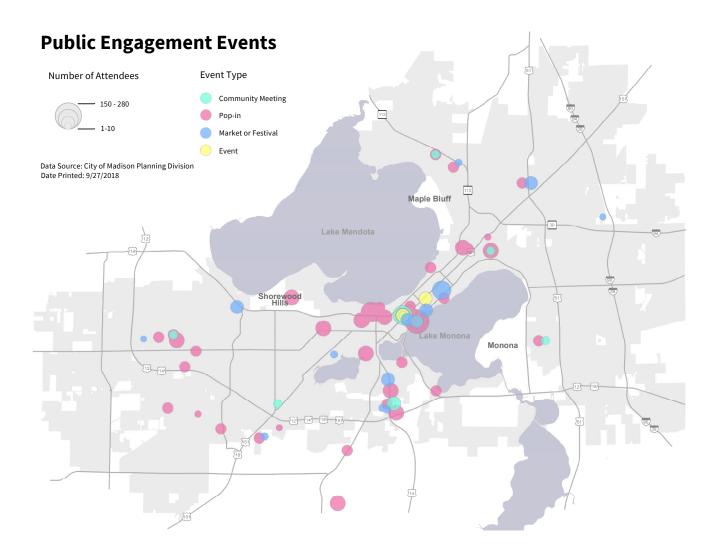
Imagine Madison used many methods and marketing techniques to inform and involve the community in the process. The primary methods used are summarized below.

Community Meetings
Community meetings were held to provide background information and gather input on key issues for each stage. Meetings were held in highly accessible facilities and distributed geographically throughout the city to remove barriers to participation. Food, childcare, and language translation services were provided at each meeting.

Imagine Madison Website
The Imagine Madison project website (imaginemadisonwi.com) served as the project's hub for information and engagement. The website had nearly 12,000 unique visitors throughout the project. In-depth surveys were available on the website during each phase, which provided an opportunity for online participants to complete activities similar to those at the community meetings and other venues.
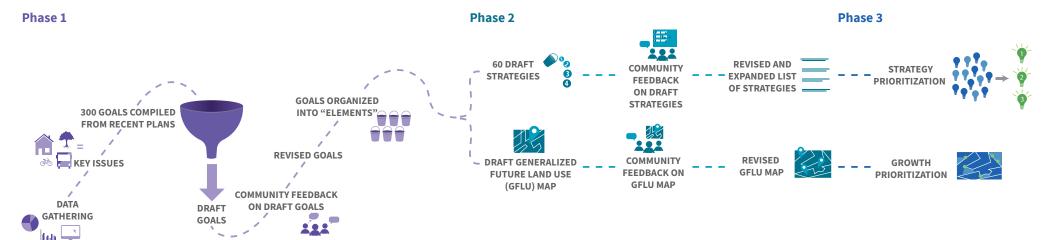
Public Engagement Events

Number of Attendees

150 - 280

1-10

Event Type
- Community Meeting
- Pop-in
- Market or Festival
- Event

Data Source: City of Madison Planning Division
Date Printed: 9/27/2018

Resident Panels
Resident Panels were a significant part of the Public Engagement Plan for Imagine Madison. The Resident Panel initiative was a proactive approach to ensure that Imagine Madison engaged residents who have historically been underrepresented in City planning processes. The City partnered with community-based organizations that have connections to Madison's communities of color, lower income residents, and other residents whose voices are often missing from community conversations. Selected community partners convened panels of approximately 10-15 residents to discuss and provide feedback on the topics of the Comprehensive Plan. The Panels completed activities similar to Community Meeting attendees.

Resident Panels were created to remove as many barriers to participation as possible. The City provided funding to the community parters to cover costs associated with convening the Panels, such as meeting space rental, food, childcare, and transportation.

Pop-ins
Project staff attended various events and meetings in the community, such as Neighborhood Association meetings, University of Wisconsin - Madison classes, and LaSup (Latino Support Network of Dane County) meetings. Staff provided information and received feedback at these Planning Pop-ins.

PROCESS

Phase 1

Phase 2

Phase 3

300 GOALS COMPILED FROM RECENT PLANS

GOALS ORGANIZED INTO "ELEMENTS"

60 DRAFT STRATEGIES

COMMUNITY FEEDBACK ON DRAFT STRATEGIES

REVISED AND EXPANDED LIST OF STRATEGIES

STRATEGY PRIORITIZATION

KEY ISSUES

REVISED GOALS

DRAFT GENERALIZED FUTURE LAND USE (GFLU) MAP

COMMUNITY FEEDBACK ON GFLU MAP

REVISED GFLU MAP

GROWTH PRIORITIZATION

DATA GATHERING

DRAFT GOALS

COMMUNITY FEEDBACK ON DRAFT GOALS

Phase 1
The major objectives of Phase 1 were to:
- Describe what a Comprehensive Plan is and why it is important;
- Summarize background information on key trends that will affect Madison in the future;
- Engage residents about what should be improved in Madison.

Thirteen Draft Goals were presented and the community was asked two questions about each Goal: is this Goal important? And: is the community currently doing enough to achieve this Goal? Participants were also offered the opportunity to provide ideas for issues and goals that were missed.

Between Phase 1 and Phase 2, the Goals were revised based on community discussion and reorganized into six Elements, with each Element having two Goals.

Phase 2
The major objectives of Phase 2 were to:
- Identify Strategies that should be used to achieve the Goals identified in Phase 1;
- Suggest changes to the Generalized Future Land Use (GFLU) Map.

For Strategy identification, participants reviewed draft Strategies and voted for the ones that they supported or wrote in new Strategy ideas for others to see and vote on.

During this phase the community also provided feedback on the GFLU Map. Staff then responded to those comments and created an updated Draft GFLU Map. The community made additional comments on the map in April 2017, which were then reviewed by the Plan Commission.

Phase 3
The major objectives of Phase 3 were to:
- Prioritize the Strategies identified in Phase 2;
- Suggest ideas for Action steps to implement the Strategies;
- Prioritize where Madison should accommodate growth.

For Strategy prioritization, the focus was to determine which ideas were most important to ensure the Plan reflected community priorities. For growth prioritization, background information on recent housing and population growth trends were provided for context. Participants could select locations in Madison where they felt future growth should be accommodated.

Note: Because the people who engaged with the Comprehensive Plan were self-selected and not randomly chosen the results of surveys and questions are not the same as a scientific survey. As such, the results of Plan engagement would not likely be the same if the engagement process were repeated and a different group of individuals participated. Similarly, because the participants were self-selected, the results may indicate other trends, biases, etc.
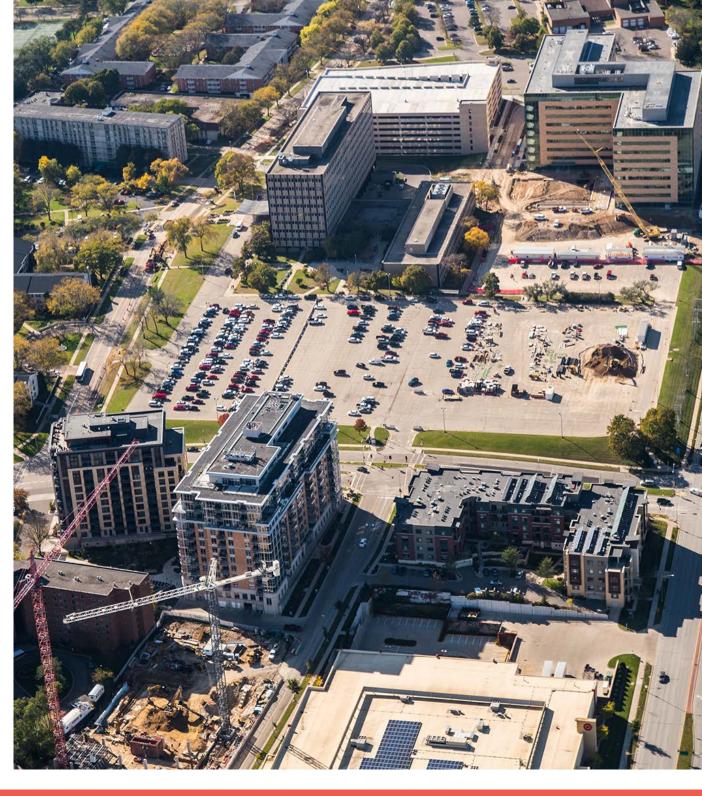
GROWTH FRAMEWORK

INTRODUCTION

This chapter establishes the overall framework for the continued growth and development of the city over the next two-plus decades. It maps the planned land use outcomes that will result from implementation of many of the Goals, Strategies, and Actions established within the six Elements. For example, a Goal within the Land Use and Transportation chapter states that "Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use Activity Centers." The Growth Framework maps those Activity Centers, lending a more specific, location-based view of a very general Goal. While it may appear that the Growth Framework primarily relates to the Land Use and Transportation Element, it is directly related to the implementation of all the Elements. The City cannot fulfill the Neighborhoods and Housing Goals without first creating the land use framework that helps establish complete neighborhoods and provides opportunities for affordable housing construction. Similarly, the Goals from all of this Plan's Elements relate to the form that the physical development of the city will take over the next two decades.

The Growth Framework is split into three main components:

1. The Growth Priority Areas section identifies where the city should accommodate much of the anticipated 40,000 new housing units and 37,000 new jobs that it will see by 2040.

2. The Generalized Future Land Use section assigns general land use categories to all areas of the city and all areas that may become part of the city over the next twenty-plus years.

3. The Peripheral Planning Areas section looks further into the future than the Generalized Future Land Use section, describing areas that may eventually become part of the city, but likely not for at least two decades.

Together these three sections establish the physical framework for achieving the Goals, Strategies, and Actions contained in the other Elements of this Plan.

Growth Priority Areas

The Growth Priority Areas Map on the following page shows Activity Centers and corridors prioritized for mixed-use infill development and redevelopment. It also shows prioritized peripheral growth areas and Activity Centers that are planned to become the cores of new neighborhoods (see page 36 for a definition of "Activity Center").

Activity Centers

Activity Centers are broken down into Regional, Community, and Neighborhood Activity Centers, based on the centers' general size, position within the metro area, and current or prospective ability to draw from the surrounding area or region. Regional Activity Centers tend to be larger in size, along major streets and transit routes, and have the capacity to serve as a relatively intense mixed-use center for both the surrounding area and the city as a whole. Community Activity Centers still tend to have access to transit and major streets, but are expected to develop at a lower intensity than regional centers and serve a smaller area. Neighborhood centers tend to draw primarily from surrounding neighborhoods, generally have less transit access, and are sometimes located along less busy streets or sections of streets.

Activity Centers are also broken into categories based on whether they are already established as a mixed-use center, have existing commercial or employment development that should transition to a mix of uses, or are currently undeveloped but planned for a future Activity Center. Established Activity Centers have tended to attract the majority of redevelopment since the last Comprehensive Plan in 2006, as they have the walkability, transit service, destinations, and other amenities already in place that residents demand. Established Activity Centers will continue to redevelop and evolve, but likely cannot absorb a majority of the city's projected growth. In order to accommodate growth in redeveloping areas, as was the preference expressed throughout the Imagine Madison process, the City will need to focus on transitioning underutilized areas already well-served by transit into vibrant, mixed-use Activity Centers (see page 39 for further discussion). Public input suggested that automobile-dominated commercial areas be redeveloped over time with a mix of uses to include a variety of residential development and the public infrastructure to support it. That feedback informed the high number of areas that have been identified as Transitioning Activity Centers on the Growth Priority Areas map.

The City should continue to encourage context-sensitive redevelopment within Activity Centers and mixed-use corridors through implementation of Strategies and Actions within this Plan, but will also need to undertake detailed planning to set the stage for some current commercial and employment areas to transition to vibrant mixed-use Activity Centers. Such planning efforts should address the role of the City in facilitating transitions to mixed-use areas, especially with regard to parking.

Some Transitioning and Future Centers may take 20 or more years to become Established Centers. While creating more Established Activity Centers is a major focus of this Plan, there is no specific timetable for building out the various Transitioning and Future Activity Centers. Implementation of some Future Activity Centers will depend upon annexation of land into the city under existing boundary agreements.

Corridors

The Growth Priority Areas Map also shows corridors that have potential for a mix of uses along their length. These corridors are broken down into two categories. Community Corridors tend to be smaller arterial streets that serve the surrounding neighborhood and City. Regional Corridors are larger arterials that serve both the city and the region. The main considerations for designating a Community or Regional Corridor were generally:
- Good existing or planned transit service; and
- A mix of land uses along the length of the corridor, as shown in the Generalized Future Land Use (GFLU) Map.
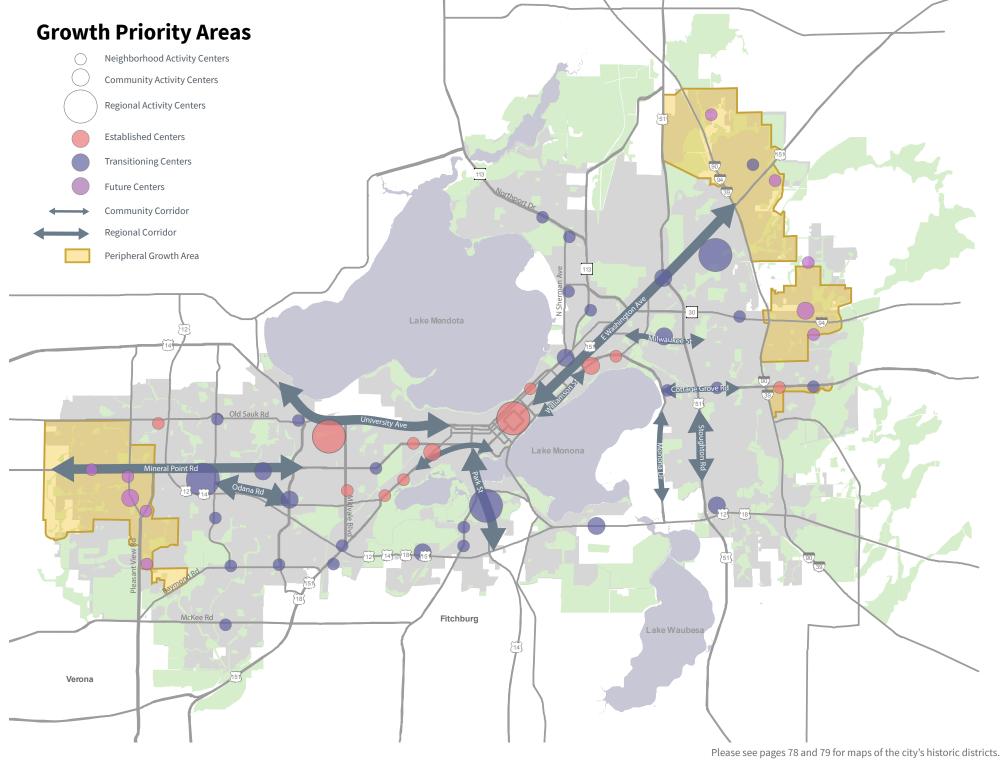
Some major streets in the city, like Whitney Way and North Sherman Avenue, have planned BRT, but are primarily lined with Low Residential land use in the GFLU Map and are therefore not designated as corridors. Other major streets, such as John Nolen Drive and Packers Avenue, have some transit, but lack a diversity of existing or planned future land uses along the corridors. All corridors, with the exception of Williamson Street and portions of the Monroe/Regent corridor, are (or will be) transitioning from their current auto-oriented development to more transit-, walk-, and bike-friendly styles of development.

Peripheral Growth Areas

New peripheral growth should occur within priority areas, as shown on the map on the following page. The City has an opportunity to capture the high regional demand for walkable living as part of newly developed Traditional Neighborhood Developments (TNDs) on the periphery. The smaller lots, gridded streets, and Activity Centers that are a part of TNDs not only aid in creating a strong sense of place, but also create high-value development and allow for more residents to be served with less infrastructure. When combined with continuing redevelopment, which tends to generate even more property value and occurs in areas where infrastructure and services are already present, the City's growth priorities will help contribute to long-term financial stability.

Growth Priority Areas

- ◯ Neighborhood Activity Centers
- ◯ Community Activity Centers
- ◯ Regional Activity Centers
- 🔴 Established Centers
- 🟣 Transitioning Centers
- 🟣 Future Centers
- ⬌ Community Corridor
- ⬌ Regional Corridor
- ▭ Peripheral Growth Area

Lake Mendota

Lake Monona

Lake Waubesa

Northport Dr

N Sherman Ave

E Washington Ave

Williamson St

Milwaukee St

Cottage Grove Rd

Monona Dr

Stoughton Rd

University Ave

Old Sauk Rd

Mineral Point Rd

Odana Rd

Midvale Blvd

Park St

Pleasant View Rd

Raymond Rd

McKee Rd

Verona

Fitchburg

Please see pages 78 and 79 for maps of the city's historic districts.

Generalized Future Land Use

The Generalized Future Land Use (GFLU) Map presents land use and development intensity recommendations to guide future city growth both in edge areas where new development is planned and in areas where redevelopment may occur. The Map applies the Goals, Strategies, and Actions of this Plan to the City's current and planned boundaries and recommends a pattern of future uses and development intensities that will guide the physical development of the City for the next 20-plus years. The Map is a planning tool that recommends broadly-categorized land uses for general areas. The Zoning Code and accompanying Zoning District Map are more specific tools that implement the recommendations of the Comprehensive Plan and sub-area plans by regulating the specific building forms and land uses for each individual property in Madison. Rezoning of property must be consistent with the GFLU Map.

While land uses are mapped to specific locations, the recommendations presented in the GFLU Map are still relatively broad, and the exact shape of many of the mapped land use categories are necessarily somewhat general. In many instances, the recommended land use pattern is refined in sub-area plans that may include more detailed land use categories that generally fit within the broad categories within this Plan, as well as design guidelines that respond to the specific surrounding context.

The GFLU Map is a major consideration when reviewing the appropriateness of proposed development. However, it is not the only consideration, and should not be used outside of the context of the rest of this Plan or other adopted City plans and ordinances. For example, some residential and mixed-use areas planned for more intense development within older parts of the city may have single-family, two- or three-unit homes, or small-scale commercial/mixed-use buildings interspersed with other, more intense, multifamily residential and mixed-use development. In such instances, it is important to refer to other Elements of this Plan and other city plans and ordinances (such as adopted neighborhood plans, the historic preservation plan, historic preservation ordinance, and urban design districts), when considering whether development
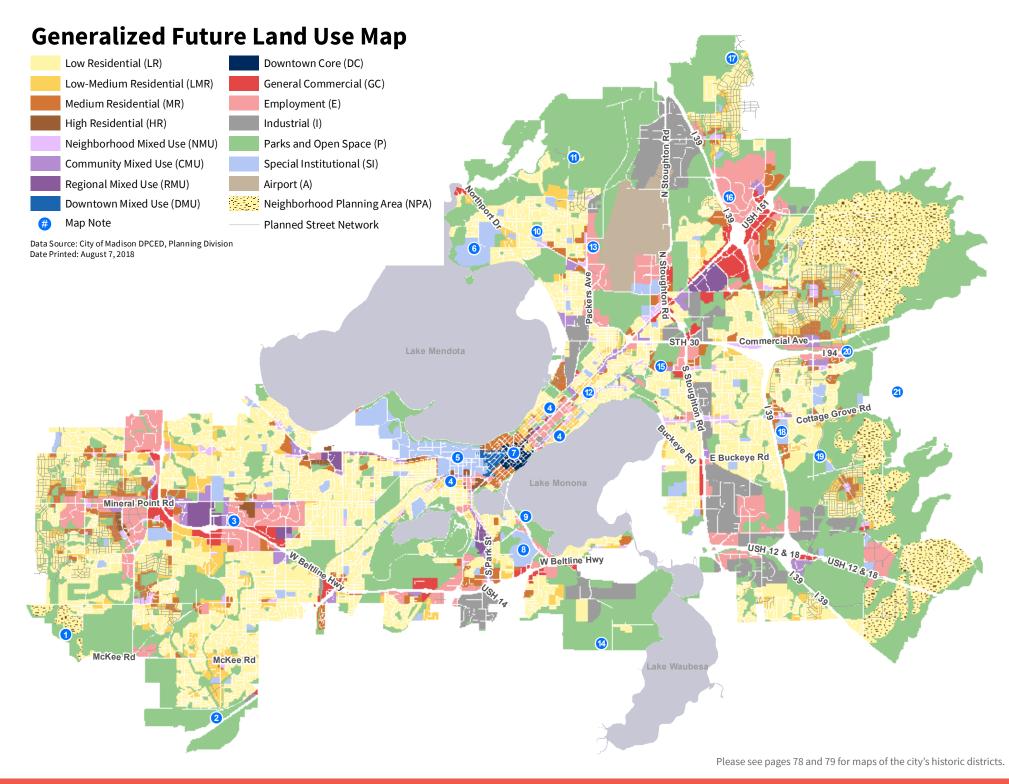
is appropriate for a given parcel. It is not the intent of the GFLU Map to encourage more intense development in all MR, HR, and mixed-use areas without consideration for other adopted plans and regulations. Similarly, it is not the intention of this Plan that any existing multifamily that may be in the "Low Residential" district must be transitioned to single-family or duplex development (see pages 36 and 38 for more information regarding integration of redevelopment).

The category descriptions in this chapter, along with the accompanying charts for residential use and mixed-use, summarize the GFLU Map categories. Building form categories in the residential and mixed-use charts were drawn from the zoning ordinance. The general density range is intentionally broad for most categories because building form, not density, should be the primary consideration when determining whether a building fits appropriately within a given neighborhood, district, or corridor. Sub-area plans frequently offer more detailed height and design standards, and should be referred to in addition to this Plan. While adopted sub-area plan residential and

mixed-use standards should generally fit within the land use standards shown in this Plan, they may have heights that exceed what is shown in this plan. When that is the case, the sub-area plan standards should be applied, just as they are applied when more restrictive building heights are included. Refer to the appendix for further discussion on the relationship between this Plan and sub-area plans.

Generalized Future Land Use Map Categories

The list beginning on page 20, and the accompanying charts for residential and mixed-use land use categories, describe what is generally included within each land use category. Sub-area plans often provide additional detail beyond the broad land use categories within this Plan (see additional discussion on page 124 regarding the relationship between the Comprehensive Plan and sub-area plans).

Generalized Future Land Use Map

Low Residential (LR)

Low-Medium Residential (LMR)

Medium Residential (MR)

High Residential (HR)

Neighborhood Mixed Use (NMU)

Community Mixed Use (CMU)

Regional Mixed Use (RMU)

Downtown Mixed Use (DMU)

Downtown Core (DC)

General Commercial (GC)

Employment (E)

Industrial (I)

Parks and Open Space (P)

Special Institutional (SI)

Airport (A)

Neighborhood Planning Area (NPA)

Map Note

Planned Street Network

Data Source: City of Madison DPCED, Planning Division
Date Printed: August 7, 2018

Please see pages 78 and 79 for maps of the city's historic districts.

Map Notes

1. There are significant natural glacial features along this corridor which should be preserved and incorporated into an Ice Age National Scenic Trail connection between University Ridge Golf Course and Mid Town Road at Shady Oak Lane.

2. While this parcel would ideally be retained as open space and/or farmland as part of a community separation area between Verona and Madison, it may be developed as an employment use.

3. West Towne Mall, the Odana Road corridor, and Westgate Mall are shown as future mixed-use areas. However, redevelopment that includes substantial residential components within the area that is generally bounded by Whitney Way (east), Mineral Point Road (north), High Point Road (west) and Schroeder Road (south) should be preceded by adoption of a detailed City plan. Such a plan should address connectivity improvements, more parks and open space, and other amenities and infrastructure necessary to support residential development.

4. The "house-like" residential character of this LMR area should be retained, and any limited redevelopment should generally maintain the current single-family/two-flat/three-flat development rhythm.

5. The University of Wisconsin-Madison Campus Master Plan provides detailed land use and development recommendations for the UW-Madison. That document was approved by the City in 2017 as part of the requirements for the UW-Madison's Campus-Institutional Zoning. All UW-Madison development within the campus boundary must be consistent with the Campus Master Plan unless an exception or alteration is approved by the City, consistent with applicable regulations, procedures, and standards. The Comprehensive Plan's SI designation for the UW-Madison campus is primarily to address the UW's use of property. However, there are some privately owned properties within the SI-designated areas. If such privately owned parcels redevelop, their use and design should be consistent with adopted sub-area plans, the most relevant of which, as of the adoption of this Plan, is the Regent Street-South Campus Neighborhood Plan. In the rare case where private redevelopment is proposed for an area that is not covered by a sub-area

plan, multifamily residential and mixed-use development shall be considered appropriate, so long as the scale, massing, and design of the building fits in with the surrounding context, as determined by the Plan Commission and City Council.

6. This property is currently the site of the State of Wisconsin Mendota Mental Health Institute. A detailed development plan for the property should be prepared and adopted by the City prior to any redevelopment to new uses. Land along Lake Mendota is recommended for public park and open space.

7. Refer to the Downtown Plan for the area bounded by the lakes, Blair Street, Regent/Proudfit Streets, and Park Street for viewshed preservation, mix of land uses, building design standards (including heights and stepbacks/setbacks), streetscape design, and other land use and design elements. Note that residential uses shown in this area should be considered "primarily residential," as defined in the Downtown Plan.

8. The Alliant Energy Center is shown as SI, but may include restaurant, entertainment, and hotel uses if a Master Plan for the area that includes those uses is adopted by the City. Such a Plan may include land use changes to surrounding properties, such as the Employment-designated properties to the north.

9. The existing office and residential uses are recommended to continue until a future opportunity arises to convert this area to public park and open space use. The existing uses should not be expanded and the land should not be redeveloped.

10. This former sanitarium site is presently owned by Dane County and used as an office building. Adaptive reuse of the existing buildings for employment, residential, or mixed-uses is recommended if this site is redeveloped. The open area south of the buildings should remain undeveloped and any reuse of the site should be designed to preserve and enhance the views from the site to Lake Mendota and the Isthmus. The wooded portion of the site north of the buildings should be maintained as open space.

11. It is recommended that there be no additional development on the top portion of this hill. Future development may be allowed around the lower portions of this hill only if such development is done with sensitivity to the topography in a manner that preserves open space

and views to the hill from surrounding properties and provides adequate vegetative buffers from the existing park property.

12. The City may consider buildings taller than four stories in this contiguous NMU area for large parking lots/vacant areas.

13. It is not recommended that the mobile home park that currently occupies this area cease operations, but employment is the most appropriate future use of the property if the property owner does close the park.

14. Land in this area is part of the Town of Blooming Grove and will be attached to the City before November 1, 2027. This land should either continue in its current agricultural use or be incorporated into the adjacent Capital Springs State Recreation Area.

15. The City should work with the Town of Blooming Grove, as outlined in the 2005 intergovernmental agreement, to prepare a special area plan for land generally bounded by Milwaukee Street, Starkweather Creek, the railroad tracks/Highway 30, and Regas Road extended, prior to any development within the area.

16. Areas to the east and west of Eastpark Boulevard in this location may be appropriate for Community Mixed Use development if additional connectivity in the street network is provided to break up the large blocks and sufficient accessible parkland is dedicated for residential dwelling units.

17. A portion of this area may have the potential for limited development as a conservation subdivision.

18. The majority of this site is undeveloped - a detailed plan for any change in the site's current use should be approved by the City prior to consideration of any rezoning request.

19. If restoring the high ground east of Underdahl Road to open space is not feasible this area should transition to residential development.

20. An Interstate interchange in this general location would help implement higher intensity employment and mixed use land uses planned for this area.

21. Portions of this area should be considered for permanent open space and agricultural land preservation as part of a community separation agreement with the Village of Cottage Grove and Town of Cottage Grove.
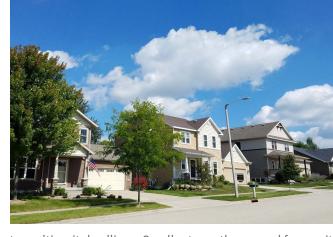
Residential Categories

The accompanying Residential Future Land Use Map Categories chart summarizes which building forms are associated with residential land use categories. Note that the categories overlap when it comes to building form, building height, and general density range. These overlapping specifications are meant to provide flexibility within each individual category. Categories do not address owner-occupied vs. renter-occupied housing or housing affordability. Neighborhoods should be developed with a mixture of ownership and rental options, along with a variety of price points, including housing affordable for people or families who make less than the county median income. Multifamily residential development should contain a mixture of unit sizes, including three bedroom (or larger) units.

A limited amount of nonresidential uses may also be located within residential categories. Such uses, which often serve as focal points for neighborhood activity, are often relatively small, and therefore not always identified at the scale of the GFLU Map. Nonresidential uses within residential areas may include: parks and recreational facilities, community gardens, urban agriculture, elementary and middle schools, day care centers, places of assembly and worship (if at a scale compatible with other existing or planned uses), small civic facilities (such as libraries and community centers), and small-scale commercial uses. Small-scale commercial uses within residential categories should be limited to small establishments providing convenience goods or services primarily to neighborhood residents, either as a freestanding business or within a larger, predominantly residential building.

Low Residential (LR)

Low Residential (LR) areas are predominantly made up of single-family and two-unit structures. Some LR areas, particularly in older neighborhoods, may include "house-like" structures that were built as or have been converted to multi-unit dwellings. Smaller two-, three-, and four-unit apartment buildings and rowhouses may be compatible with the LR designation, especially when specified within an adopted neighborhood or special area plan and when constructed to fit within the general "house-like" context LR areas. While more intense forms of multifamily or mixed-use development may occur as mapped along major corridors adjacent to, or running through, LR areas, any infill or redevelopment that occurs within an LR area should be compatible with established neighborhood scale, and consistent with any relevant sub-area plan.

LR areas should be conducive to walking, and all housing and other uses should share an interconnected sidewalk and street system.

LR areas should provide a range of housing choices for households with varying incomes, sizes, ages, and lifestyles. Newly developing LR areas should include at least two different residential building forms and include both owner- and renter-occupied housing. Though not a replacement for a diversity of other residential building forms, accessory dwelling units (ADUs) are an additional method of creating housing diversity within LR areas. ADUs are allowed on single-family lots in both existing and newly developing LR areas, subject to zoning regulations and approvals.

Residential Future Land Use Categories

Residential Building Form	Low Residential (LR)	Low-Medium Residential (LMR)	Medium Residential (MR)	High Residential (HR)
Single-Family Detached Building				
Civic/Institutional Building				
Two-Family, Two-Unit				
Two-Family – Twin				
Three-Unit Building	*			
Single-Family Attached	*			
Small Multifamily Building	*	**		
Large Multifamily Building		**		
Courtyard Multifamily Building		**		
Podium Building				
Number of Stories	1-2'	1-3	2-5	4-12~
General Density Range (DU/acre)	≤15	7-30	20-90	70+

Permitted in select conditions at up to 30 DU/ac and three stories, generally along arterial streets or where these types of buildings are already present or planned within an adopted sub-area plan as part of a pattern of mixed residential development.

** *Permitted in select conditions at up to 70 DU/ac and four stories, generally along arterial streets.*

~ *Or taller, if specified by an approved sub-area plan or PD zoning.*

' *Dormers or partial third floors are permitted.*

Low-Medium Residential (LMR)

Low-Medium Residential (LMR) areas are made up of any or all of the following types of housing: small-lot single-family development, two-unit buildings, three-unit buildings, rowhouses, and small multifamily buildings. LMR areas are largely characterized by what is sometimes referred to as the "Missing Middle" of housing development: the range of multi-unit or clustered housing types that fall between the extremes of detached single-family homes and large apartment buildings (see page 49 for more on Missing Middle housing). Building forms present within the LMR category of housing are generally compatible in scale with single-family homes, and may therefore be intermixed with small-lot single-family development or used as a transition from more intense development to lower intensity areas comprised primarily of single-family development.

While some areas mapped as LMR are currently multi-family developments that are isolated from surrounding development, LMR areas should be characterized by a walkable, connected street network. Existing, isolated LMR areas should be better connected with their surroundings when opportunities arise, and newly developing LMR areas should be seamlessly integrated with surrounding development. LMR areas should help meet the growing demand for walkable urban living.

Medium Residential (MR)

Medium Residential (MR) areas may include a variety of relatively intense housing types, including rowhouses, small multifamily buildings, and large multifamily buildings. The more intense end of the Missing Middle type of housing discussed in the LMR section falls within the MR designation. MR areas are generally located close to major streets, mixed-use areas, or commercial/employment areas to provide convenient, walkable access to transit, shopping, restaurants, and other amenities. MR areas should be interconnected with surrounding development as part of a complete neighborhood, and should be transit-oriented, even if transit has not yet been extended to a developing MR area. MR can provide both rental and owner-occupied housing, and ideally provides options for people of all ages who wish to live within a neighborhood. Special attention must be paid to design within MR areas where the use adjoins less intense residential development – architectural features such as a stepback may be needed to transition MR development to less intense surrounding development.

High Residential (HR)

High Residential (HR) areas include large multifamily buildings or complexes that are generally four to 12 stories (or taller, if recommended by an approved neighborhood plan). Similar to MR areas, HR areas are located close to major streets, mixed-use areas, or commercial/employment areas to provide convenient, walkable access to transit, shopping, restaurants, and other amenities. HR areas should be interconnected with surrounding development as part of a complete neighborhood and should be transit-oriented.

Mixed-Use Future Land Use Categories

Mixed-Use and Commercial Building Form	Neighborhood Mixed-Use (NMU)	Community Mixed-Use (CMU)	Regional Mixed-Use (RMU)	Downtown Mixed-Use (DMU)	Downtown Core (DC)
Commercial Block Building	●	●	●	●	●
Civic or Institutional Building	●	●	●	●	●
Residential - Commercial Conversion	●			●	●
Live-Work Building	●	●		●	●
Single-Family Attached Building	●	●	●	●	●
Small Multifamily Building	●	●		●	●
Courtyard Multifamily Building	●	●	●	●	●
Large Multifamily Building	●	●	●	●	●
Parking / Liner Buildings	●	●	●	●	●
Free-Standing Commercial Building	●	●	●	●	●
Podium Building		●	●	●	●
Flex Building	●	●	●	●	●
Number of Stories	2-4	2-6*	2-12**	See Downtown Plan, page 37	
General Residential Density Range	≤70	≤130	--	--	--

Note: Architectural features that create the appearance of an additional floor do not count towards the minimum number of floors.

* One-story anchor retail is allowed as part of a larger, comprehensively planned mixed-use project or as part of a project transitioning from a suburban car-oriented layout to a more urban, pedestrian-oriented layout.

** Or taller, if specified by an approved sub-area plan or by PD/MXC zoning approval. One-story anchor retail is allowed as part of a larger, comprehensively planned mixed-use project or as part of a project transitioning from a suburban car-oriented layout to a more urban, pedestrian-oriented layout.

-- indicates that the residential density is governed by the building height limit.

Mixed-Use Categories

The various mixed-use categories are generally mapped along transit corridors and in areas recommended for development of Activity Centers. The range of nonresidential uses and the development density of both residential and non-residential uses in mixed-use categories will vary depending on the size of the district and the type and intensity of the surrounding development. While both residential and nonresidential uses are accommodated within mixed-use districts, not every building in a mixed-use district needs to include both residential and non-residential uses. However, special attention should be paid to maintaining commercial street frontages along mixed-use streets without creating residential "gaps" along streets that otherwise have commercial tenants at ground level.

Mixed-use development must also be carefully designed where the use adjoins less intense residential development. Additional setbacks and architectural features such as stepbacks may be needed to transition mixed-use development to less intense surrounding development (see Action b on page 36). The mixed-use chart summarizes the building forms that are generally appropriate for each of the Generalized Future Land Use Map's mixed-use categories. Integration of affordable housing into mixed-use areas is encouraged, especially along major transit corridors. Multifamily residential within the mixed-use category should contain a mixture of unit sizes, including three bedroom (or larger) units.

Neighborhood Mixed-Use (NMU)

The Neighborhood Mixed-Use (NMU) category includes relatively small existing and planned Activity Centers that include residential uses, as well as retail, restaurant, service, institutional, and civic uses primarily serving nearby residents. Development and design within NMU areas should be compact and walkable, ideally adjacent to existing or planned transit. NMU areas should be well connected and integrated into neighborhoods, and development should be transit-oriented, even in areas where transit service does not yet exist. Buildings in NMU areas should be oriented towards streets, with buildings close to public sidewalks. On-street parking is recommended where practical, with private off-street parking placed primarily behind buildings, underground, or shielded from public streets by liner buildings.

Nonresidential uses in NMU areas typically focus on serving nearby residents, though some buildings may also include specialty businesses, services, or civic uses that attract customers from a wider area. An individual building should not include more than 10,000 square feet of commercial space, except for buildings containing grocery stores and/or community facilities (such as libraries). When larger uses are present, the building should still be designed in a manner that integrates well with the surrounding context. Commercial spaces should be constructed in a range of sizes to add variety and encourage a mix of different commercial uses.

While new buildings in NMU areas are expected to be two to four stories in height, single-story buildings may be supported in very limited circumstances. One-story gas stations with an accompanying convenience store may be considered in newly developing NMU areas if the proposed development is designed in a manner that does not impede or substantially detract from the existing or planned development in the surrounding area. Any such development should integrate site design elements that facilitate pedestrian and bicyclist access to the retail portion. Any convenience store/gas station development proposed in a NMU area should provide a new service to the area, and should not be located in close proximity to a similar existing development, avoiding oversaturation of a neighborhood, corridor, or portion of a corridor with primarily auto-oriented uses.

Community Mixed-Use (CMU)

The Community Mixed-Use (CMU) category includes existing and planned areas supporting an intensive mix of residential, commercial, and civic uses serving residents and visitors from the surrounding area and the community as a whole. CMU areas are generally located at major intersections and along relatively high-capacity transit corridors, often extending several blocks. CMU areas can generally accommodate significant development with a variety of housing options and commercial uses that attract a wide customer base. Subject to adopted detailed plans for the area, CMU areas are intended to include buildings two to six

stories in height, with more residential units and commercial space compared with development in NMU areas. Many of the City's aging, auto-oriented strip commercial centers are recommended for CMU redevelopment due to their accessible locations along major transportation corridors and the opportunities to significantly increase integrated housing and commercial development.

Development and design within CMU areas should create a walkable node or corridor, ideally adjacent to existing or planned transit. Development should be transit-oriented, even in areas where transit is planned but does not yet exist. On-street parking may be provided, but intense development in CMU areas may require structured parking. Buildings should screen any surface parking from the street. CMU areas should be well connected with surrounding neighborhoods and have buildings placed close to the sidewalk. Development within CMU areas should be designed to support surrounding residential uses by providing services and retail, and designed to support nearby employment areas by providing residential units close enough to make walking and biking the most convenient method of commuting.

Employment, retail, civic, institutional, and service uses serving both adjacent neighborhoods and wider community markets are recommended for CMU areas. Residential uses will generally be similar to the MR category, though they may occur at higher intensities.

Regional Mixed-Use (RMU)

The Regional Mixed-Use (RMU) category includes existing and planned high-intensity centers supporting a variety of multifamily housing options and commercial activity serving the needs of the region. These areas typically include large-scale sites supportive of multistory buildings up to twelve stories in height, subject to recommendations in adopted sub-area plans.

RMU areas should be the most intensively developed areas in the city outside of the downtown. Therefore, RMU areas are mapped close to the junctions of major streets, along major roads, close to highway interchanges, and along existing and planned high frequency/high capacity public transit routes. As regional destinations for retail and jobs, RMU areas should be well connected with the adjoining street network and be transit-oriented. Areas should provide an urban environment characterized by a pedestrian friendly public street network, buildings placed close to the sidewalk and street, and should provide pedestrian amenities, such as decorative paving, lighting, plazas, benches, and landscaping. Parking should be located behind buildings, underground, in parking structures, or screened from the street. On-street parking is desirable where possible.
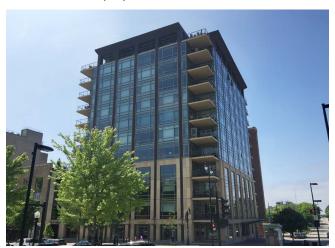
The two largest RMU-mapped areas, East Towne Mall and West Towne Mall, are currently auto-oriented regional malls. They may continue to be regional malls for some time; however, future redevelopment that requires rezoning should begin the transition to a more pedestrian/bicycle/transit friendly environment with a wider variety of uses. The mall sites currently lack the internal street network, pedestrian network, and amenities that are necessary for successful mixed-use development. Any future intensive mixed-use redevelopment on the sites must proceed under either an adopted city plan for the area or be master-planned to ensure that redevelopment leads to a cohesive mixed-use project and not a series of disconnected buildings and discontinuous development. The addition of dwelling units to the sites will necessitate the provision of residential amenities, such as parkland, within easy walking distance of the new units. Such considerations must be addressed in any detailed city plan or developer master plan before widespread redevelopment occurs within both areas.

Downtown Mixed-Use (DMU)

Downtown Mixed-Use (DMU) is used to delineate areas of the downtown that are outside the core of the downtown, but are still appropriate for intensive mixed-use development. DMU areas are generally more focused on residential, retail, and service uses than Downtown Core (DC) areas, but may also include some government and employment uses. Subject to the Downtown Plan height map, some DMU areas are appropriate for mixed-use development that can rival development intensities within DC areas (e.g., Ovation 309, The James, and The Hub developments). Refer to the Downtown Plan for details on heights, mix of uses, ground floor uses, pedestrian friendly design, and other considerations that must be addressed for development within this category.

Downtown Core (DC)

Downtown Core (DC) represents the nucleus of downtown and accommodates a wide variety of employment, service, retail, government, residential, and other uses in large scale buildings that comprise the most intensely developed part of the city. Refer to the Downtown Plan for details on heights, use mixes, ground floor uses, pedestrian friendly design, and other considerations that must be addressed for development within this category.

Commercial and Employment Categories

Commercial and employment areas are recommended locations for businesses, corporate and government offices, medical facilities, retail, services, and other commercial land uses. Compared to mixed-use districts, commercial and employment areas are not generally expected to include a residential component, although limited residential uses may be present in some areas. Some of the mapped Employment areas are relatively large, such as office parks. Others are relatively small and may represent the site of a single business or employer.

General Commercial (GC)

General Commercial (GC) areas provide the city's population with a wide range of retail goods and services, including certain business and professional offices. GC districts are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts. GC can encompass relatively compact areas along roadways and

larger commercial districts containing a wide variety of retail or service activities. GC includes automobile-oriented uses and "heavy" commercial uses with the appearance or operational characteristics not generally compatible with residential or small-scale commercial activities. Depending on their location, GC areas may provide some supporting uses to adjacent neighborhoods. Smaller GC areas should provide an attractive interface and convenient pedestrian connections with adjacent residential areas and should be designed to encourage non-car accessibility.

Typically located along major thoroughfares and at highway interchanges, GC areas should be served by public transit, particularly areas with large numbers of employees or retail customers. While GC areas tend to be auto-oriented, changes to GC development that improve walking, biking, and transit access are encouraged. Depending on specific uses, the districts may require significant buffering from adjacent land uses. There is no limit on the size of establishments that may be constructed within a GC area, but all uses should be compatible with the density and scale of the surrounding development.

Employment (E)

Employment (E) areas include predominantly corporate and business offices, research facilities, laboratories, hospitals, medical clinics, and other similar uses. They generally do not include retail and consumer service uses for the wider community, but may include limited retail and service establishments that primarily serve employees and users of the area. E areas are not generally recommended for residential uses, though such uses may

be considered as part of a conditional use under relevant zoning districts. Although generally used to identify relatively large, multi-establishment employment areas, such as the University of Wisconsin Research Park, the designation may also be applied to an individual property, such as a hospital. While there are no fixed limits on size of an establishment or development intensity within E areas, all uses should be compatible with the density and scale of surrounding development. The intensity of development may vary significantly depending on the location and surrounding context.

Industrial (I)

Industrial (I) areas accommodate manufacturing, wholesale, storage, distribution, transportation, repair/maintenance, and utility uses. The designation may also be used for landfills and gravel or mineral extraction activities. Industrial areas can include "nuisance" uses that should not be located in proximity to residential, mixed-use, or some other types of non-residential uses due to noise, odor, appearance, traffic, or other impacts. The I designation is not intended for retail or office uses not related to an industrial use, except for limited retail goods and services provided primarily to employees and users of businesses within the area. Compared to the E designation, I areas generally have a relatively smaller workforce (for a given area), an emphasis on truck or rail traffic, and other characteristics such as outdoor work areas and outdoor equipment and materials storage.

Industrial areas typically require easy access to the regional highway system for deliveries and shipping of products. Some uses also require rail service and/or locations convenient to air transportation/shipping. Industrial areas should be served with public transportation whenever possible, especially areas with large numbers of employees. Shift work can be more common within industrial businesses, so demand for transit may occur outside of the typical rush hour times. Areas may provide a variety of flexible sites for small, local, or startup businesses and sites for large regional or national businesses.

Architectural, site design, and landscaping features within I areas may not be as extensive as in E areas, though properties should be well-buffered and screened from adjacent land uses that may not be compatible and parking/storage areas should be screened from public streets. Buildings and site improvements may be more simple and vehicle oriented than in other land use categories.

Special Categories

Three categories – Parks and Open Space, Special Institutional, and Airport – are grouped together under "Special Districts." Unlike the other groupings of categories, each of the three listed below are very different – see the descriptions below for what is allowed within each designation.

Parks and Open Space (P)

The Parks and Open Space (P) category includes public parks, conservation areas, recreation areas, private recreation uses (such as golf courses), cemeteries, stormwater management facilities, greenways, major public trails, and other natural features and lands with a park-like character that are recommended for preservation. Parks often serve as important community gathering places, and should be designed to have frontages on public streets that make them both visible and accessible by neighborhood and city residents. Greenways and stormwater conveyances provide opportunities to link otherwise separate open spaces with both habitat corridors and bicycle and pedestrian connections when multiple uses are compatible.

As the Generalized Future Land Use Map is general in nature, smaller parks (generally less than an acre) may be shown as an adjoining land use. Parks and open space uses are allowed uses in all other land use categories, regardless of whether or not the area is mapped as Parks and Open Space. Note that areas mapped as Parks and Open Space in newly developing parts of the city are preliminary and may be refined as plats are submitted.

Special Institutional (SI)

The Special Institutional (SI) designation is used primarily to identify current or recommended locations for grade schools, colleges, the UW-Madison campus, and relatively large places of assembly and worship. The designation also covers the Alliant Energy Center and Mendota Mental Health Institute. SI uses, especially uses on small sites (generally less than an acre), may be classified with surrounding land uses, as civic and institutional buildings are allowed in most land use categories. In particular, specific sites for schools and churches in developing neighborhoods may not be precisely known, but may still be located within those areas as part of a complete neighborhood design.

Schools and places of assembly and worship should be located to provide convenient access to such facilities. Buildings in SI districts often exceed 50,000 square feet of floor area and may be located on sites more than 10 acres in size. Larger uses in particular should be located on or near an arterial or collector street, and be designed so that high volumes of traffic will not be drawn through local neighborhood streets. SI uses should be served by public transit, if feasible, and good bicycle and pedestrian access should be provided to and within the site. Accessing the site via biking and walking should be encouraged with site design elements such as placing the building close to the street and providing bicycle parking close to building entrances. SI uses may require buffering from adjoining uses. Large SI uses are often highly visible and should be designed to fit gracefully with, rather than dominate, their surroundings.

Large campus uses, such as the UW-Madison and Edgewood College, may be further governed by a campus master plan adopted under the City's Campus-Institutional zoning district. In general, campus areas should be designed so that vehicle access and the location and amount of parking minimizes congestion and potential negative impacts both within the campus and in the surrounding neighborhoods. Frequent transit service to and/or within the campus should be provided. Streets, walkways, and multi-use paths and trails should provide strong pedestrian and bicycle linkages throughout the campus areas, and be interconnected with similar facilities beyond campuses. Campus development should be compatible with surrounding uses and their design characteristics, and mitigate potential negative impacts on adjacent areas. Campus areas should not expand into adjacent neighborhoods unless such expansions are also consistent with a City-adopted plan.

Airport (A)
The Airport (A) designation is used for the Dane County Regional Airport, including passenger and freight terminals, aircraft and airport operations, maintenance, storage facilities, surface and structured parking, and car rental agencies. It also includes military/Air National Guard facilities.

Peripheral Planning Areas

The Peripheral Planning Areas (PPAs) Map makes general recommendations for lands at the edges of the urban area where the City of Madison might have a potential interest in, and an opportunity for, future municipal expansion and urban development. More detailed planning will determine how much of these areas are recommended for development and whether the City should seek municipal jurisdiction over the entire area. This planning will also include the associated cities, villages, and towns to discuss areas of mutual concern. PPAs do not include lands within another city or village or where future City expansion is precluded by an intergovernmental agreement or cooperative plan. In all cases, Neighborhood Development Plans (NDPs) should be completed for these areas prior to development. The PPAs are divided into two groups based on their priority for more detailed planning. See the Peripheral Planning Areas Map for the locations of areas A through F.

The City's primary objectives for PPAs include:

- Maintain the land in agriculture and open space uses until needed for planned urban expansion;
- Preserve the City of Madison's ability to annex land and extend urban services to serve future urban development;
- Seek to reduce conflicts with neighboring jurisdictions regarding annexation and urban development;
- Identify and seek to preserve lands that should be maintained in permanent agricultural or open space uses.

Group 1 Planning Areas

Group 1 PPAs are the general locations recommended for City of Madison expansion and development, but for which detailed neighborhood development plans have not yet been prepared and adopted. Except for portions of PPA-A, -B and -C that are in close proximity to existing City services, City of Madison development within Group 1 areas is not anticipated in the next 10 years. Such development should only proceed after a detailed NDP is adopted for the area. Not all of the land within Group 1 areas will necessarily be recommended for development or future City of Madison expansion.

Planning Area A
Planning Area A (PPA-A) extends to the west of University Ridge Golf Course, between Mid-Town Road and CTH PD. This area is currently located within the Town of Verona and is adjacent to segments of the City of Verona's northern border. PPA-A is the only potential City of Madison expansion area on the west side of the City not already covered by a NDP and an intergovernmental agreement. City of Madison utilities and services currently serve development on adjacent lands and at least part of the area can be served by this existing infrastructure. A future MMSD sanitary sewer interceptor will eventually be extended between CTH PD and Mid-Town Road to serve the eastern half of this area. There is a considerable amount of unsewered residential development within the area, which influences the potential extent of City expansion and the prospects for more intensive development.

Planning Area B
Planning Area B (PPA-B) is located to the east of the Nelson, Felland, and Northeast NDPs. The western part of this area is in the Town of Burke and will be attached to the City of Madison under the Burke Cooperative Plan. The Cooperative Plan also delineates an ultimate boundary between Madison and Sun Prairie. The remainder of PPA-B is currently within the Town of Sun Prairie. Sanitary sewer service would likely be provided by extensions of interceptors located in the Felland and Northeast NDPs.

Planning Area C
Planning Area C (PPA-C) is located east of Madison's Sprecher Neighborhood and the Door Creek corridor. Recent attachments to the city as part of the Town of Blooming Grove Cooperative Plan have brought the city boundary close to this area. While the amount of existing unsewered residential development in the Town of Cottage Grove and planned sewered development in the Village of Cottage Grove may limit the potential for more intensive types of development in the City of Madison, at least some portions of PPA-C might be appropriate for future development.
This area could also include some form of permanent open space separation area between the Madison and Cottage Grove urbanized areas. A map note is included on

the Generalized Future Land Use Map that indicates that "portions of this area should be considered for permanent open space and agricultural land preservation as part of a community separation agreement or cooperative plan with the Village of Cottage Grove and Town of Cottage Grove." Community separation could be achieved by expanding the open space corridors associated with Door Creek and related wetland areas, creating other recreational areas, reserving public parklands, and creating permanent agricultural preservation areas.

Planning Area D
Planning Area D (PPA-D) covers a potential expansion and urban development area to the southeast of the city. It is generally located between the Yahara Hills NDP and the Door Creek corridor. The City will be adjacent to the northern half of PPA-D in 2020 as a result of a large, phased attachment from the Town of Blooming Grove. Sanitary sewer service for this area would likely come from extensions to the Yahara Hills NDP area.

Group 2 Planning Areas

Group 2 PPAs are recommended for continued agricultural and open space uses. Urban development is not anticipated within this Plan's 20-year planning period. However, if regional growth continues at the currently projected pace, some portions of the Group 2 PPAs may be suitable for urban development after 2040, and are located where City of Madison services could potentially be extended. Even if urban development eventually reaches these areas, some of the land in the Group 2 PPAs may be appropriate for consideration as permanent agricultural use areas, in addition to any lands that would be reserved for park and open space uses.
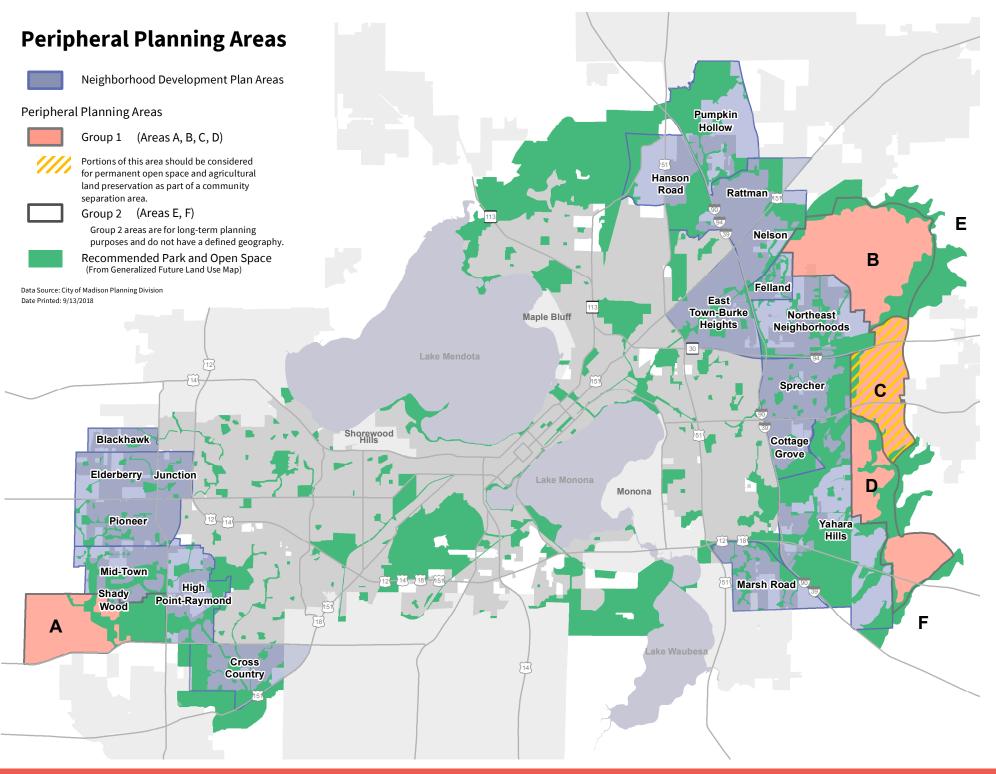
Planning Area E
Planning Area E (PPA-E) is located to the northeast of PPA-B and is currently in the Town of Sun Prairie. While PPA-E area appears generally suitable for some long-term future urban development, it is undetermined whether or to what extent the City would grow into the area. County Trunk Highway N has an interchange with Interstate Highway 94 to the south of this area, making the area attractive for long-term employment growth. Interstate access is also

likely to encourage nearer-term development of lands by adjacent municipalities.

Planning Area F
Planning Area F (PPA-F) is located to the southeast of the Yahara Hills NDP and PPA-D. Interstate Highway 39-90, U.S. Highway 12 & 18, and County Trunk Highway N provide good access to this area, potentially supporting long-term employment growth. The area is relatively distant from other cities and villages, making it less likely that long-term City of Madison expansion into the area will be precluded by expansion of another municipality.

Peripheral Planning Areas

Legend:

- Neighborhood Development Plan Areas

Peripheral Planning Areas

- Group 1 (Areas A, B, C, D)

- Portions of this area should be considered for permanent open space and agricultural land preservation as part of a community separation area.

- Group 2 (Areas E, F)
  Group 2 areas are for long-term planning purposes and do not have a defined geography.

- Recommended Park and Open Space
  (From Generalized Future Land Use Map)

Data Source: City of Madison Planning Division
Date Printed: 9/13/2018

Map labels: Pumpkin Hollow, Hanson Road, Rattman, Nelson, Felland, East Town-Burke Heights, Northeast Neighborhoods, Sprecher, Cottage Grove, Yahara Hills, Marsh Road, Maple Bluff, Lake Mendota, Shorewood Hills, Lake Monona, Monona, Blackhawk, Elderberry, Junction, Pioneer, Mid-Town, Shady Wood, High Point-Raymond, Cross Country, Lake Waubesa, A, B, C, D, E, F

LAND USE AND TRANSPORTATION

Goal: Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use activity centers.

Goal: Madison will have a safe, efficient, and affordable regional transportation system that offers a variety of choices among transportation modes.

INTRODUCTION

The City of Madison has added about 27,000 new residents since the last Comprehensive Plan was adopted in 2006 and almost 50,000 residents over the past 20 years. This Plan estimates that the city will grow by another 70,000 residents and 37,000 jobs by 2040. The city's growing economy, vibrant neighborhoods, cultural amenities, and natural landscape all attract people to the city and region. With all the reasons to live and work in Madison, this Element, combined with the Growth Framework, seeks to provide ways for the city to continue to accommodate new residents and jobs while enhancing all the factors that attracted them to the city in the first place.

While it is easy to accommodate growth, it is a challenge to grow in a way that successfully builds upon the City's strengths. Without guidance, development can happen in a way that is most convenient and profitable in the short-term, with little regard for the long-term impacts on the city and its residents. With that in mind, how does the City create great new neighborhoods? Where can all the residents with a desire for urban living go when the city's older neighborhoods aren't getting any bigger? Is enough space designated for new and growing businesses in the Generalized Future Land Use Map, especially as the ways commercial space is used rapidly changes? How do all these new residents and employees get from one place to another without overwhelming the city's streets and highways and negatively impacting existing neighborhoods?

This Plan combines Land Use and Transportation into one Element, acknowledging the inseparable link between them. Urban living is more desirable when destinations are conveniently and safely reached by walking, biking, or transit. Living in developing peripheral neighborhoods is enhanced when there are amenities close by and viable alternatives to driving.

This Element, combined with the Growth Framework Chapter, sets the path for the city's overall long-term growth. Other Elements within this Plan will also impact how the City grows, and other City plans often provide more details on specific topics, like the Transportation Master Plan, or smaller geographies, like the city's sub-area plans. The appendix to this Plan contains additional information related to land use and design, such as the relationship between this Plan and various sub-area plans, along with general land use and transportation principles that should be applied to future development, planning, and decision-making to help the city prosper over the long term. Additionally, the Generalized Future Land Use (GFLU) Map in the Growth Framework chapter will help guide development and redevelopment within the city, and should be implemented consistent with this chapter's Goals, Strategies, and Actions.

STRATEGIES

1. Improve **transit service**, especially to peripheral employment and residential locations, with a focus on **reducing the travel time** for transit dependent populations.

2. Implement **bus rapid transit (BRT)** to improve travel times, enhance reliability, and increase ridership.

3. Ensure **all populations benefit** from the City's **transportation investments**.

4. Improve access to **transit service to nearby cities**, such as Milwaukee, Chicago, and Minneapolis.

5. Concentrate the highest intensity **development along transit corridors**, downtown, and at Activity Centers.

6. Facilitate compact growth to reduce the development of **farmland**.

7. Maintain **downtown Madison** as a major activity center for the region while improving access and inclusivity.

8. Expand and improve the city's **pedestrian and bicycle networks** to enable safe and convenient active transportation.

9. Implement **new technologies** to more efficiently use existing transportation infrastructure.

Strategy 1
Improve transit service, especially to peripheral employment and residential locations, with a focus on reducing the travel time for transit dependent populations.
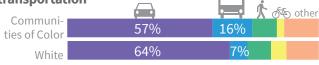
Actions:

a. Pursue improvements to transit service in peripheral areas and adjacent municipalities.

b. Consider implementing additional Madison Metro routes that more directly connect peripheral areas without traveling through Downtown.

c. Prioritize improved service for transit-dependent populations when integrating Madison Metro routes and schedules with BRT.

Transit accessibility to destinations on the outskirts of the city and in the suburbs is a problem for many current and prospective users of Madison Metro. Some transit customers spend over an hour and make multiple transfers to get to destinations that would otherwise be a 20-minute ride on direct service. Other customers can take transit to their jobs, but due to shift work, cannot use transit to get home when their shifts end because buses are no longer running. Still more areas are totally inaccessible by transit, even during peak travel periods. With growing employment in suburban communities like Sun Prairie, DeForest, and Cottage Grove, job-seekers without cars are left behind. Access to employment is the primary issue for many households – without a stable, well-paying job, even "affordable" housing can be unattainable.

Stories of people declining job offers due to lack of transit service were mentioned during Imagine Madison's engagement process, emphasizing the link between

mobility and career opportunities. Career opportunities that should be available to all become limited for those who cannot reach employment due to lack of transit during the times that they need it most. Similarly, businesses can struggle to fill positions with qualified people if transit isn't an option for their prospective employees. Linking employees and employers with transit will provide benefits to all. The need for more direct and frequent service, along with the need to extend service to areas currently underserved by transit, were themes of the most recent Transit Development Plan (TDP) prepared by the Madison Area Transportation Planning Board in cooperation with Metro Transit. Due to funding constraints, many of the service improvement recommendations have yet to be implemented and thus these will likely continue to be important themes as the TDP is updated to provide details that will help address this Strategy.

Improving transit access was a high priority for many groups in the Imagine Madison process, but this Strategy, and many of the related Actions, cannot be adequately addressed without additional funding. Some nearby communities would like to participate in the Metro Transit system, but the City currently lacks the capacity to expand service due to constraints at its current maintenance facility. As a growing region, the Madison area needs to implement a regional transit system with a dependable funding mechanism. The funding is needed for both capital costs, such as a new bus storage and maintenance facility and new buses, as well as operating costs, such as diesel fuel (or electricity), bus maintenance, and drivers. Transit funding is addressed further on page 102.

a. Peripheral Transit Service
Transit system expansion has lagged on the growing periphery of the city. When transit is extended, existing service tends to be "stretched" to cover new areas, rather than truly expanded. The cost of extending transit service when peripheral development is considered should be accounted for. Further, there has been significant employment growth in suburban communities, much of which is not accessible by transit. While a Regional Transit Authority (RTA) would be the ideal solution, the City should work with other municipalities to extend transit service if the state does not enable RTA creation. The City should also explore other methods of paying for transit service expansion, such as transit impact fees.

b. Peripheral Bus Route Connections
Current capacity constraints prevent any Metro service expansion and lack of a sustainable local funding source restricts Metro's ability to expand coverage. Pursuing additional peripheral Metro connections is an important step towards improving transit service, but doing so will require additional funding.

c. Transit-Dependent Populations
The City will need to examine how best to integrate a future BRT system with the existing Metro system. A Racial Equity and Social Justice analysis should be completed as route restructuring progresses so that the impacts of changes on Metro customers are understood prior to implementation and measures can be taken to ensure that the system will be a net improvement for transit-dependent populations.

Madison's communities of color rely more on public transportation[6]

> "Create transit routes that make it easier for city residents to take advantage of employment opportunities in outlying areas." — online participant

Strategy 2
Implement bus rapid transit (BRT) to improve travel times, enhance reliability, and increase ridership.

Actions:
a. Build a new bus storage and maintenance facility to support an expanded bus fleet.

b. Prepare detailed plans for BRT corridors to guide redevelopment and improve pedestrian and bicycle linkages.

c. Integrate BRT-supportive features into street reconstruction and development projects along BRT corridors wherever feasible.

d. Explore opportunities to use alternative methods to fund BRT infrastructure.

While 2016 Metro Transit ridership declined 13 percent from a record high 15.2 million riders in 2014, ridership is still up by 11 percent over 2006 levels and 46 percent since 1990 (outpacing 32 percent population growth since 1990). Given these increases, plus challenges with bus crowding on certain routes, the continuing growth of the city, and public support of continued redevelopment (see discussion on page 39), an upgrade to the city's transit system is needed within the next five years to provide people with an improved alternative to car travel. Bus rapid transit is a cost-effective way to provide more frequent, faster service than the traditional bus system. Under this Plan and the City's adopted Transportation Master Plan, it is a critical piece of the transportation system that will support both transit-oriented redevelopment and expansion of transit service to developing neighborhoods while improving transit travel times.

Implementing BRT will require additional funding (see page 102), continued detailed planning for the system itself, land use planning in areas around new BRT routes, and potentially prioritizing transit over car traffic and on street parking in some cases.

a. Bus Storage and Maintenance Facility
Metro Transit's current bus storage and maintenance facility is over capacity and lacks the infrastructure to serve the next generation of electric buses. A new facility is a prerequisite for implementing BRT and an expansion of traditional bus service to unserved areas. The existing bus maintenance facility also needs to be upgraded to improve safety, lighting, electrical service, and other elements.

b. Plans for BRT Corridors
The City has seen strong demand for redevelopment along major transit corridors. That demand is likely to increase when transit service is improved. BRT corridors should be among the areas prioritized for the preparation of detailed sub-area plans. Such plans should not only cover building use and design to complement investments in transit, but also improvements to pedestrian and bicycle infrastructure that make it easier for people to get to BRT stations.

> "Continue to pursue the implementation of rapid transit! This is how people are able to get to their jobs and access vital individual/community health and wellness resources."
> — Resident Panel participant

c. BRT and Street Reconstruction
Some corridors, such as Park Street and University Avenue from Shorewood Boulevard to Campus Drive, are slated for reconstruction over the next decade or so. The City should design such streets for future BRT service to avoid having to retrofit them in the future.
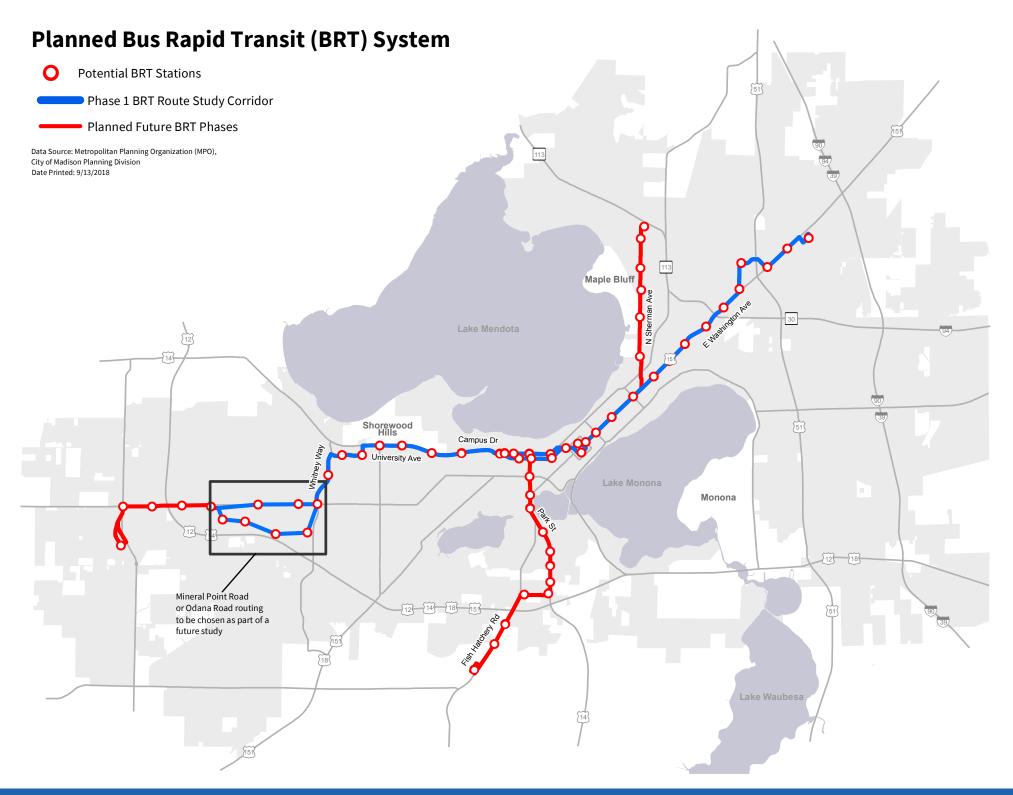
d. BRT Funding
BRT will likely require a variety of nontraditional funding sources to be implemented. Tax Increment Financing (TIF) is one of the few tools that the City has to fund economic development and infrastructure outside of using general debt or the general fund. With BRT's potential to spur

What is "Bus Rapid Transit"?

Bus Rapid Transit (BRT) is an enhanced bus-based public transportation system that delivers faster service with more amenities than "standard" bus service. The best BRT systems integrate as many of the following features as possible:

- Dedicated lanes/alignment
- Off-board fare payment
- All-door boarding
- Platform-level boarding
- Priority treatment for buses at signalized intersections – traffic lights stay green as buses are approaching
- High-capacity articulated vehicles
- High-quality stations
- More widely spaced stations - generally about a half-mile apart, rather than a quarter-mile or less for typical bus service
- Faster service
- More frequent service
- Prominent branding to differentiate BRT from standard bus routes

redevelopment, there may be an opportunity to capture value from redevelopment projects and apply it to making the infrastructure improvements needed to implement BRT within some Tax Increment Districts (TIDs). TIF funds can help finance land costs and certain non-assessable infrastructure costs associated with BRT construction. Any investment in BRT infrastructure will be limited to eligible project costs and balanced with supporting other expenditures within a TID. Please see page 63 for more information regarding TIF. Other methods for funding BRT that should be explored are special assessments and transit impact fees.

Planned Bus Rapid Transit (BRT) System

○ Potential BRT Stations

▬▬ Phase 1 BRT Route Study Corridor

▬▬ Planned Future BRT Phases

Data Source: Metropolitan Planning Organization (MPO),
City of Madison Planning Division
Date Printed: 9/13/2018

Maple Bluff

Lake Mendota

Shorewood
Hills

Campus Dr

University Ave

Whitney Way

N Sherman Ave

E Washington Ave

Lake Monona

Monona

Park St

Mineral Point Road
or Odana Road routing
to be chosen as part of a
future study

Fish Hatchery Rd

Lake Waubesa

Strategy 3
Ensure all populations benefit from the City's transportation investments.

Actions:
a. Use the City's Racial Equity and Social Justice Initiative (RESJI) tools to inform major transportation projects.

b. Partner with businesses and governmental entities to expand access to various money-saving transit pass programs.

c. Pursue equitable distribution of amenities and traffic calming measures in street reconstruction projects throughout the city.

The City spends tens of millions of dollars every year to rebuild and maintain its street network. As the City addresses road maintenance needs, it is important to recognize that a significant portion of residents travel by non-auto modes of transportation. Increasing investment in transit, bike, and pedestrian infrastructure as the City maintains its roads will provide benefits to those who don't own a car or who do not drive (see also page 41).

Similarly, amenities, pedestrian and bicycle enhancements, and traffic calming measures should be considered citywide, with a focus on the identification of priority projects based on an equitable process. Some major roads are controlled by the county, state, or federal governments. In such cases, the City should work with other governments to ensure that amenities and enhancements are well-integrated into transportation projects.

> "Ensure that more affordable neighborhoods farther from downtown also have reliable public transportation."
> — online participant

a. Racial Equity, Social Justice and Transportation
The City's RESJI tools can help facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by proposed City transportation projects.

b. Access to Transit Passes
Low-income populations depend upon transit to get to jobs and appointments, but at the same time, are more likely to pay the full cash fare for a trip. Madison Metro has a Low-Income Pass, but it is only sold during regular business hours at three locations. Making this pass available online or at libraries would increase access for communities most in need of the pass.

c. Amenities and Traffic Calming
The City's traditional outreach methods for major road reconstruction projects can result in project enhancements, but it can also put some neighborhoods at a disadvantage when residents do not attend input meetings due to job hours, child care needs, or other issues. Infrastructure projects, such as pedestrian and bicycle enhancements (on arterial streets) and traffic calming features (on collector and neighborhood streets) should be carefully assessed in any reconstruction project, with more deliberate assessment in areas with a greater concentration of underrepresented populations. Greater outreach to district alders, Neighborhood Resource Teams, or community-based organizations is a first step.

Strategy 4
Improve access to transit service to nearby cities, such as Milwaukee, Chicago, and Minneapolis.

Actions:

a. Support construction of an intercity bus terminal that is well-integrated with Madison Metro and future BRT.

b. Work with WisDOT and local railroad operators to maintain the viability of existing rail corridors for future passenger rail operations both within the city and to adjoining metro areas.

c. Continue to advocate for high speed rail connections to nearby metro areas with state officials.

Better access to intercity bus service that is competitive with car travel to adjoining metro areas was a high priority for Imagine Madison Resident Panels. Resident panelists were more likely to be from communities of color and have relatives in nearby metropolitan areas. Faster transit options to get to those areas is an important piece of the transit picture for a significant portion of the city's population.

Madison has been without an intercity bus station since 2009. Pickup locations for intercity buses have since changed multiple times, with the current downtown/campus location on Langdon Street across from the UW-Madison's Memorial Union. This location, like others before it, simply has curbside pickup, and lacks any amenities. The City needs to support the establishment of a dedicated intercity bus terminal in a location easily accessible to Metro riders, future BRT riders, and the UW-Madison student population.

While intercity bus service will remain the city's primary transit link to nearby metro areas over the next ten-plus years, passenger rail connections to Milwaukee, Chicago, and Minneapolis should remain a long-term goal. The City should position itself to be ready to support implementation of intercity rail when there is more receptiveness to it at the State level.

a. Intercity Bus Terminal
While several bus companies provide service to destinations around the upper Midwest, the city lacks a bus terminal to provide shelter and amenities such as food or restrooms to people waiting for intercity buses. Any future terminal should be convenient to existing transit and easily accessible to the most frequent users of intercity buses. There may be an opportunity to integrate a terminal into a larger redevelopment project. In any case, the City will need to coordinate with private bus companies to ensure that they are supportive of the facility and will use it once it is complete.

b. Existing Rail Corridors
The option for both commuter rail within Dane County and regional passenger rail connections to Milwaukee, Chicago, and Minneapolis should be preserved. Maintaining that option will require working with the Wisconsin DOT and railroad operators.

c. High Speed Rail
Fast, reliable, and convenient connections to larger Midwestern metro areas are needed to grow the city's economy. High-speed passenger rail can provide intermediate-distance connections faster and cheaper than cars or planes. Though state and federal support of this Action varies, implementing rail connections to nearby metro areas remains an important element of a holistic transportation system for city residents and employers.

> **"In cooperation with bus companies, UW-Madison, and other partners, support the construction of an inter-city bus terminal."**
> **— online participant**

Strategy 5
Concentrate the highest intensity development along transit corridors, downtown, and at Activity Centers.

Actions:

a. Implement Transit Oriented Development (TOD) overlay zoning along BRT and other existing and planned high-frequency transit service corridors to create development intensity minimums, reduce parking requirements, and support transit use.

b. Ensure that redevelopment is well-integrated with adjacent low density residential areas.

c. Facilitate the creation of Transportation Management Associations (TMAs) and implementation of Transportation Demand Management (TDM) strategies to serve high-intensity development at Activity Centers and along transit corridors.

d. Prepare plans to transition auto-oriented commercial areas into mixed-use Activity Centers.

This Strategy and the accompanying Actions are closely related to Strategy 6 in this Element. The support for redevelopment discussed under Strategy 6 should be reflected in future neighborhood plans, updates to existing plans, and reviews of proposed projects while maintaining the high quality of life in existing neighborhoods.

The Growth Priority Areas in the Growth Framework chapter identify major corridors and activity centers, differentiating between established activity centers where additional redevelopment may continue, transitioning activity centers where more significant redevelopment is needed and can be accommodated, and future activity centers in new neighborhoods. The map also shows where growth on the periphery is prioritized. While redevelopment may occur outside of the priority centers and corridors, it is anticipated that much of the growing demand for walkable urban living will be met within the identified areas.

> "Focus investments in public infra-structure to enable development along priority corridors"
> — online participant

a. TOD Overlay Zoning

As redevelopment occurs along transit corridors, downtown, and at Activity Centers, it will be important to not only provide enhanced transit options (see page 31), but also ensure that development is constructed to support transit through its design and intensity. Implementation of the TOD overlay district in the City's zoning ordinance will help support increased transit-oriented intensity in select areas.

b. Integration of Redevelopment

The design of redevelopment projects and the manner in which a project integrates with surrounding development is sometimes controversial, and is an issue that may become more apparent as the demand for urban living increases. Almost any new development will have some impact on the surrounding area, but there are general design strategies that should be considered to lessen these impacts so the use of adjoining properties is not substantially impaired (see the detail box on the following pages for design elements and project examples). Sub-area plans for areas where there is potential for redevelopment adjacent to low-intensity development that will remain should include guidance on the design of appropriate transitions between different building types and scales. Such plans should also include an analysis of existing and projected traffic and parking issues and methods that could be used to mitigate such issues. Having such details established in sub-area plans prior to redevelopment being proposed frequently makes the development review process go more smoothly for the neighborhood, developer, and City staff.

What is an "Activity Center"?

An Activity Center is an area that is more intensely developed than its surroundings and serves as the visual and/or functional center of a neighborhood, multiple neighborhoods, or a district. Activity centers are typically mixed-use areas that contain some or all of the following uses: residential, retail, service, employment, civic, institutional, and parks or public space. The mix of uses in close proximity and the intensity of development, when paired with robust transit service, can combine to lessen car traffic and increase walking, bicycling, and transit use when compared to lower-intensity and/or single-use development.

What is Transportation Demand Management?

Transportation Demand Management (TDM) is a package of policies and programs designed to reduce single-occupancy vehicle (SOV) trips and enable the transportation system to function more effectively through expanding the supply and availability of SOV alternatives, controlling demand for SOV use, providing incentives for non-SOV travel, and imposing full-cost pricing on automobile use. TDM is implemented through a variety of methods, including: using alternative travel modes (bicycling, walking, and transit), increasing the number of passengers in vehicles (carpooling and vanpooling), eliminating the need for some trips altogether (compressed workweek), pedestrian-oriented design, paid parking, and transit subsidies. TDM can lead to more efficient use of transportation resources, less traffic, enhanced livability, and improved environmental quality and public health.

c. TMAs and TDM

Development frequently includes inherent incentives to drive, such as low cost or free parking. Whether in conjunction with employment centers, mixed-use areas, or large residential buildings, the space and cost of parking areas can present lost opportunities for more productive and efficient use of land, and can detract from the urban environment. Transportation Management Associations and Transportation Demand Management seek to offset the incentives to drive that are built in to the existing development pattern by increasing the convenience and economic competitiveness of alternative transportation options such as transit, biking, walking, and carpooling.

d. Prepare Mixed-use Activity Center Plans

Encouraging redevelopment is an important part of reducing the demand for peripheral development. Many redevelopment projects will continue to occur along corridors adjacent to existing residential neighborhoods. However, many commercial areas within the city, such as the regional malls and smaller strip malls, may be appropriate for mixed-use redevelopment if there is an accompanying detailed plan to provide the infrastructure and amenities needed to support new residential units. Detailed sub-area plans to guide the transition of many aging commercial areas to mixed-use Activity Centers

should be prioritized to ensure that a sufficient supply of land is ready as property owners pursue redevelopment and so that needed community infrastructure such as optimal networks of streets, sidewalks, stormwater infrastructure, public park space, and adequate parking are addressed prior to redevelopment. Once these sub-area plans are adopted as a framework, development proposals that comply with plans can move through the approval process more quickly.

What is a Transportation Management Association?

A Transportation Management Association (TMA) is an organization that is formed to apply Transportation Demand Management (TDM) strategies and approaches to facilitate the movement of people and goods within a specific geographic area. TMAs typically operate as public/private partnerships where employers, developers, businesses, property owners, residents and governmental entities all work collectively to establish policies, programs and services to address local transportation problems. These can include discounted bus passes, a vanpool subsidy program, a guaranteed ride home program, shuttle services, parking pricing, and parking management.

The TMA service area may be as small as a major Activity Center or as large as a county. Funding for the TMA may come from various sources, such as developer fees, member dues, a Business Improvement District (BID), or grants from the public sector.
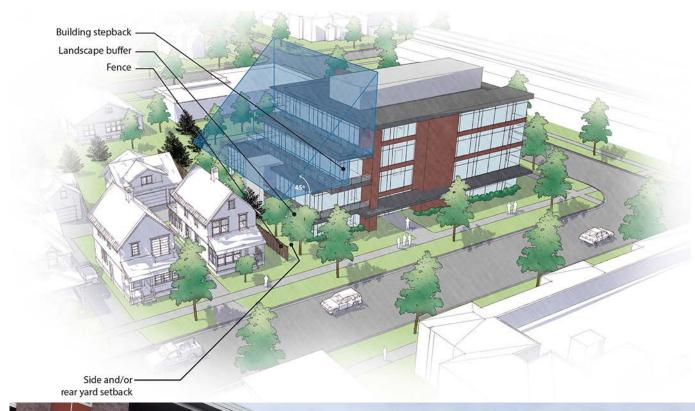
Transitions Between Redevelopment and Existing Development

There are some general strategies that should be considered to lessen impacts on surrounding properties so that their use is not substantially impaired by redevelopment projects. These strategies can include:

1. Building stepbacks to lessen massing and shadow impacts;
2. A landscape buffer to shield the ground floor from adjoining properties;
3. Fencing to improve backyard privacy;
4. A side yard and/or rear yard setback.

Neighborhood, corridor, or special area plans may create location-specific design standards that articulate what transition measures are needed in which areas of the city. Ultimately, determination as to whether a development proposal has an appropriate transition to existing development is up to the Plan Commission when the project requires a conditional use approval or the City Council when a rezoning is required, subject to relevant standards established in city ordinances, such as zoning, historic preservation, and urban design districts.

Building stepback
Landscape buffer
Fence
45°
Side and/or rear yard setback

Strategy 6
Facilitate compact growth to reduce the development of farmland.

Actions:

a. Continue to update peripheral neighborhood development plans to increase allowable development intensity and create density minimums.

b. Steer peripheral growth towards mapped priority areas, with a focus on land already served by utilities.

c. Accommodate a majority of growth through infill and redevelopment.

Dane County contains some of Wisconsin's most productive farmland. Feedback through the Imagine Madison process highlighted the importance of infill/redevelopment and compact edge growth to reduce the loss of farmland. The City of Madison strives to accommodate a large share of Dane County's growth within a small geographic area. For example, about 50% of the new housing units constructed in Madison over the last decade were infill/redevelopment projects (primarily multifamily residential projects). This compact growth pattern reduces the demand for development of farmland within the county. Even City of Madison edge development that converts farmland to housing and employment uses is an improvement over spreading the same amount of housing and employment development over a much larger rural area. The impacts of low density rural development are particularly acute when they are located in isolated areas and interrupt larger tracts of farmland and efficient farming operations.

The community preference for infill and redevelopment should not be taken as a demand for eliminating edge growth. Recognizing the importance of creating well-designed and complete neighborhoods, regardless of where they are located, the City should continue to reexamine peripheral neighborhood development plans and update them, seeking opportunities to allow for more efficient land use and to reduce the rate at which farmland is developed. Such changes should be accompanied by increased street, bicycle, and pedestrian connectivity to shorten trips, facilitate future transit service, and

encourage more healthy transportation options such as walking and biking to nearby jobs and mixed-use activity centers. The City should continue to preserve options for urban growth by exercising its extraterritorial jurisdiction and by working with nearby communities on intergovernmental agreements that limit low density, low-value, high (municipal service) cost development in potential future city expansion areas.

This Strategy and the accompanying Actions are closely related to Strategy 5 on the preceding pages.

a. Update Neighborhood Development Plans
Many of the City's peripheral neighborhood development plans (NDPs) were originally adopted in the late 1990s and early to mid-2000s. While they included some forward-thinking aspects, the layouts and mix of land uses tended to be disconnected, car-oriented, and low intensity, and significantly under-valued agricultural land for food production. NDPs should be revised to boost development intensity where appropriate and to enhance the mix of land uses, which in turn will decrease City expenses for service provision and increase property tax revenue. Modifications should be accompanied by additional street and sidewalk connectivity to disperse traffic on a network of gridded streets and encourage biking, walking, and transit use. Such improvements will help mitigate potential increases in car traffic that may otherwise accompany more intense development and encourage healthy transportation options, such as walking and biking.

b. Priority Growth Areas
Peripheral growth should first occur in areas already served by utilities, followed by other areas already within the Central Urban Service Area (CUSA). Leapfrog development should be minimized, though it is sometimes unavoidable if certain landowners do not choose to develop their

> "Make housing affordable in the city so people don't have to build farther out."
> — online participant

properties. Growth should be guided through careful planning of utility extensions and phasing plans included within updated Neighborhood Development Plans. There is currently a significant amount of undeveloped land in the CUSA. Amendments to add land to the CUSA should be consistent with adopted City plans and should include consideration of variables including the amount of farmland that would be lost and the amount of development that would be accommodated. See the Growth Priority Areas Map on page 16 for priority peripheral growth areas and Activity Centers.

c. Redevelopment and Infill Growth
Accommodation of a significant amount of growth within infill and redevelopment areas is one method to reduce the demand for the development of farmland. Redevelopment should be integrated into corridors and established and transitioning Activity Centers identified on the Growth Priority Areas map, consistent with this Plan and adopted sub-area plans. It should be noted that while not making land available for redevelopment forces growth to occur elsewhere, simply having land available for redevelopment does not mean that it will happen instead of edge development. Demographic and market forces can have as much, or more, influence on where people want to live as availability of land. Implementation of this Action will require implementation of other Actions within this Plan, including improvements to the transit system and the preparation of plans to transition auto-oriented commercial areas into mixed-use Activity Centers.

Strategy 7
Maintain downtown Madison as a major Activity Center for the region while improving access and inclusivity.

Actions:
a. Continue to use the City's Affordable Housing Fund to support construction of affordable housing in and near downtown.

b. Facilitate partnerships with community organizations to host more downtown events that attract a wider variety of demographic groups.

c. Improve transit service to and from downtown outside of standard commuting hours.

d. Develop and implement a park-and-ride plan to increase accessibility to downtown and the UW-Madison campus.

Downtown Madison is home to many facilities of regional significance, such as the Overture Center, Children's Museum, and Monona Terrace Community and Convention Center. It is also the most intensely developed, walkable, and transit-friendly area of the city, with the highest levels of public and private investment. It should be maintained as a major mixed-use Activity Center that serves as an employment, entertainment, and event destination for the region (see the Downtown Plan for more details). However, downtown is not equally accessible to everyone in the community – housing is more expensive, paying for parking can be a barrier to low-income households, and many special events tend to be targeted towards the city's white population. Additionally, it will be important to maintain a sense of safety and security for all visitors to and residents of downtown – without that, people will not want to live downtown and visitors will not want to visit downtown.

a. Affordable Housing
Much of the recent redevelopment in and around downtown has been focused on high-end residential units. As some older, more affordable units are occasionally demolished for more intense redevelopment, an effort should be made to create new affordable units to make downtown

living more available to households of all income levels. Using the Affordable Housing Fund (AHF) to boost the chances of a project securing federal tax credits has been a successful strategy citywide, but thus far only one of 15 projects funded by the AHF has been on the isthmus.

> "Build affordable housing, apartments, and offer more diverse entertainment similar to Concerts on the Square."
> — Resident Panel participant

b. Facilitate Partnerships
Downtown is a major activity center for the entire region, but it needs to be inclusive and more broadly programed for the city's increasingly diverse residents. Some strides could be made if existing events and organizations reached out to underrepresented groups to attract more attendees. In other cases, the City may be able to facilitate partnerships between community organizations to host downtown events that attract a wider variety of residents from all areas of the city. Some City departments, like Parks and the Library, are especially well-positioned to implement this Action.

c. Improve Transit Service
While downtown has the best transit service in the city, it can still be difficult to access downtown from certain areas outside of standard commuting hours. Improving transit service to downtown from outlying areas and neighborhoods with a high proportion of transit-dependent residents will improve the accessibility of downtown, especially when considered in conjunction with other Actions in this Plan, such as Action d below.

d. Park-and-Ride Plan
Downtown can be challenging for low-income families to visit due to expensive parking. While selectively lowering parking costs or subsidizing parking may not be feasible or desirable, there are other options available to make downtown more easily accessible. For instance, expanding park-and-ride options can help people avoid the high cost of downtown parking and boost Metro ridership. The City should work with the Wisconsin DOT on developing and implementing a park-and-ride plan. Park-and-ride planning should also include options for park-and-bike. Increasing park-and-ride options also allows more people to access downtown and the campus without increasing traffic on the isthmus. Substantial increases in parking downtown may create diminishing returns as there are no plans to increase road capacity leading to downtown on roads that are already congested during peak travel times.

Strategy 8
Expand and improve the city's pedestrian and bicycle networks to enable safe and convenient active transportation.

Actions:
a. Proactively fill gaps in the pedestrian and bicycle network.

b. Continue to integrate pedestrian and bicycle safety improvements and amenities into new and reconstructed streets.

c. Update the subdivision ordinance to ensure that new developments incorporate the City's planned shared-use path network.

d. Develop and adopt a citywide pedestrian and bicycle plan that advocates for implementation of modern design principles while also moving towards a financially sustainable maintenance program.

In addition to improving transit service as a way to provide viable alternatives to driving, the City must also make improvements to pedestrian and bicycle systems. Making it not only possible to bike and walk, but preferable, especially for shorter trips, can go a long way towards creating a healthier, more mobile community.

Part of making walking and biking a viable alternative to driving is creation of a connected street network. People are less likely to walk or bike to a destination if the route is circuitous. A gridded network of streets not only reduces traffic by shortening and dispersing car trips, but also makes biking and walking through a neighborhood a safer and more enjoyable experience. Connected local streets are a critical part of a robust active transportation system.

A comprehensive system of sidewalks and shared-use paths is also an integral part of any transit system. Paths and sidewalks also enable safer and easier travel by residents with limited mobility, and make walking or biking to and from school safer and easier for children. Sidewalks should be included on both sides of all new and reconstructed streets wherever possible, realizing that some site-specific considerations, such as major heritage trees, may prevent installation of sidewalks in some cases.

Robust pedestrian and bicycle networks go hand-in-hand with mixed-use development, which can significantly increase pedestrian and bike trips and decrease car trips if the development is well-connected to surrounding residential and/or employment areas by local streets, sidewalks, and paths.

a. Pedestrian and Bicycle Network Gaps
As one of only five League of American Bicyclists platinum-rated bicycling cities in the country, Madison is ahead of the curve in many respects when it comes to cycling infrastructure. However, both the city's pedestrian and bicycle networks have major connectivity gaps that must be filled to further encourage biking and walking as safe and convenient transportation choices. Just as streets that suddenly disappear then reappear a few blocks later would never be accepted, pedestrians and bicyclists should not have to deal with discontinuous sidewalks and paths. While some gaps in the system may be addressed as streets are repaved or reconstructed, others should be constructed sooner. The "Tier 1 Sidewalks" map in this Element was established as part of the City's Transportation Master Plan. These sidewalks are close to schools, transit routes, or along other features that attract pedestrians, and should be constructed without necessarily waiting for adjoining street reconstruction if site conditions allow. The Bicycle Facilities map in this Element shows existing bicycle facilities and planned facilities that are needed to connect gaps in the bicycle network.

b. Pedestrian and Bicycle Amenities
Recent street reconstruction projects such as Johnson Street, Williamson Street, and Monroe Street have included enhanced pedestrian and bicycle amenities and safety features such as raised intersections, rectangular rapid flashing beacons, bumpouts, bike racks, bike boxes, striped bike lanes, colored crosswalks, pedestrian islands, and/or pedestrian-oriented streetlights, among other things. This program of context-sensitive improvements should continue as additional street reconstruction projects are undertaken, realizing that not all amenities are appropriate for all locations. A comprehensive streetscape typology could establish a clear policy on what amenities are appropriate where. Action c under Strategy 3 in this Element contains additional information that relates to this Action.
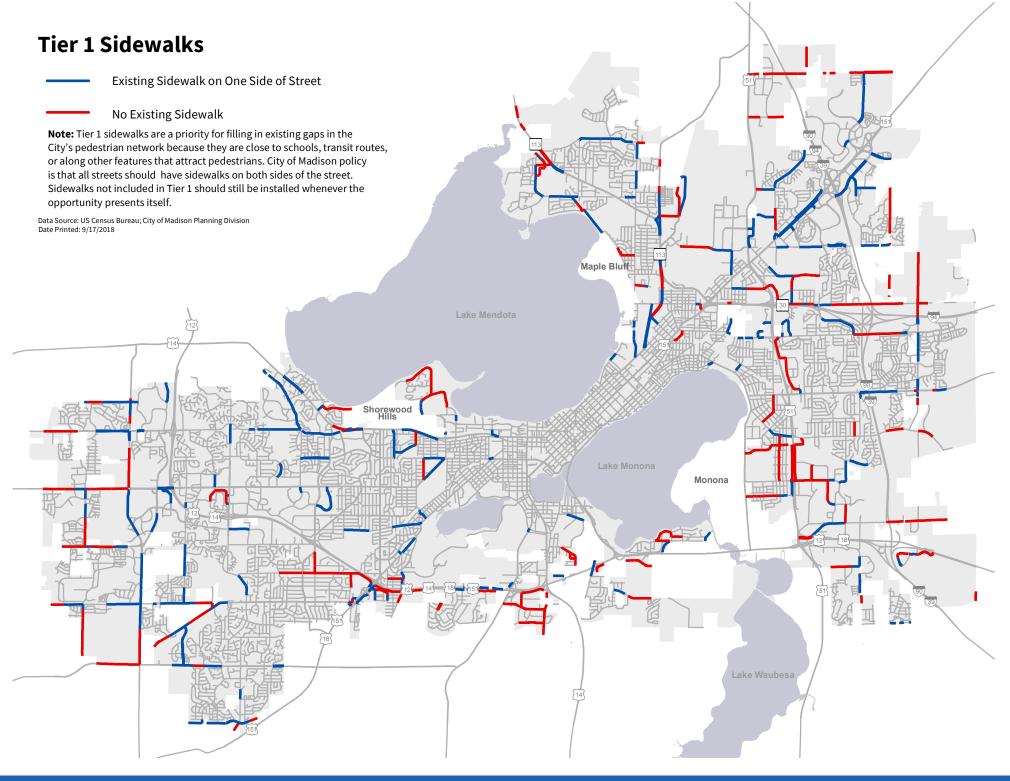
c. Update Subdivision Ordinance
The City's current subdivision ordinance was originally adopted in the 1960s. While it has been amended many times since then, it lacks a comprehensive approach to ensuring that new subdivisions carry out the City's plans for new shared use paths. The subdivision ordinance should be revised or rewritten to include language that requires right-of-way dedication for planned paths.
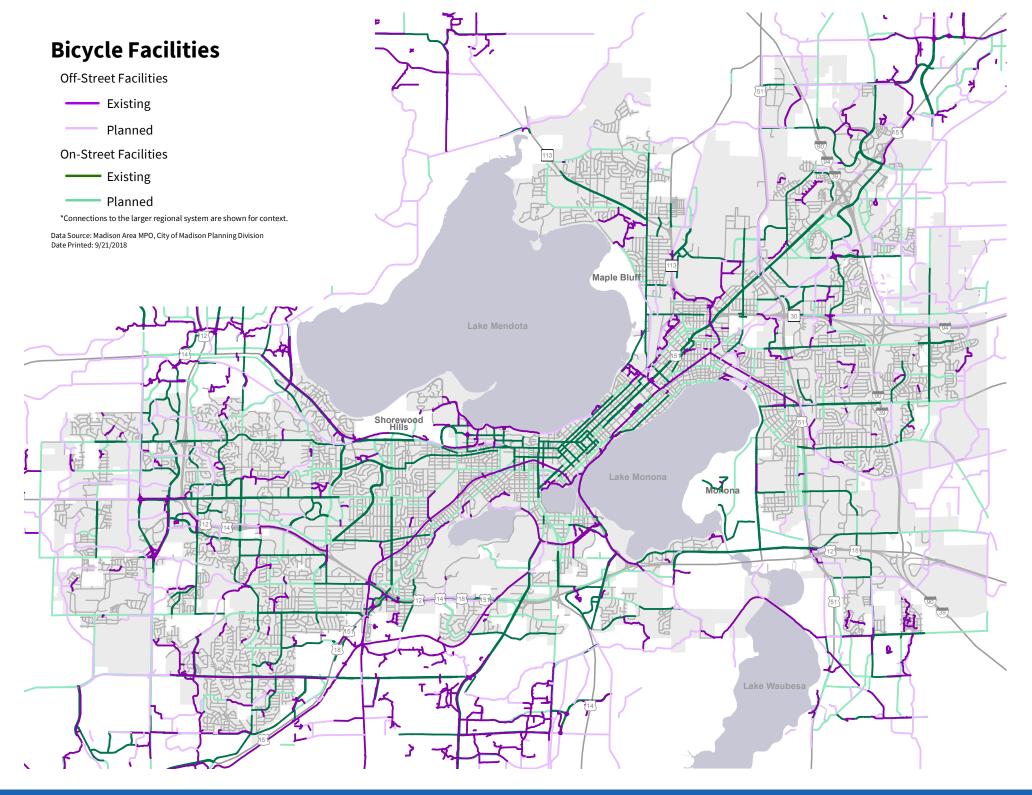
d. Pedestrian and Bicycle Plan
While there are some basics to pedestrian-friendly and bicycle-friendly design that have been around for decades, newer design features are consistently coming to the fore. In 2006, the city had little in the way of countdown timers or green bike boxes, but such pedestrian and bicycle design features have become much more common across the city in the past decade. The City should consistently look to upgrade its pedestrian and bicycle network and implement modern methods for improving pedestrian and bicycle safety. Such upgrades should be guided by citywide bicycle and pedestrian plans that specify needed improvements to the bicycle and pedestrian systems within the city.

Development of bicycle and pedestrian plans should be done with an eye towards necessary expansion of both systems while still maintaining a practical view of ongoing maintenance needs. In some cases, construction of off-street shared use paths may be undertaken without an accompanying increase in winter maintenance funding. It is the City's intent that primary paths that tend to be used for both commuting and recreation will continue to be maintained in the winter, but that secondary paths where commuting is rare or nonexistent in the winter should not be plowed. This will allow more aggressive expansion of the off-street path network in a cost-effective manner, as it is easier to construct paths as part of a new neighborhood rather than retrofit a neighborhood later on. Evaluation of primary and secondary path designations can be undertaken as part of plan development. Additional funding for snow clearance will be required when secondary paths are reclassified as primary paths.

Tier 1 Sidewalks

—— (blue line) Existing Sidewalk on One Side of Street

—— (red line) No Existing Sidewalk

Note: Tier 1 sidewalks are a priority for filling in existing gaps in the City's pedestrian network because they are close to schools, transit routes, or along other features that attract pedestrians. City of Madison policy is that all streets should have sidewalks on both sides of the street. Sidewalks not included in Tier 1 should still be installed whenever the opportunity presents itself.

Data Source: US Census Bureau; City of Madison Planning Division
Date Printed: 9/17/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Bicycle Facilities

Off-Street Facilities

— Existing

— Planned

On-Street Facilities

— Existing

— Planned

*Connections to the larger regional system are shown for context.

Data Source: Madison Area MPO, City of Madison Planning Division
Date Printed: 9/21/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Strategy 9
Implement new technologies to more efficiently use existing transportation infrastructure.

Actions:

a. Work with the Madison Area Transportation Planning Board (MATPB) and other entities to implement the Regional Intelligent Transportation Systems (ITS) Plan for the Madison Metropolitan Area.

b. Partner with UW-Madison and other entities to safely test and build transportation infrastructure that supports connected and autonomous vehicles.

c. Use technology to enhance parking management systems.

d. Evaluate emerging technologies for use in bridging "first mile/last mile" gaps in the transit system.

> **"Instead of building more roads and widening them... maintain what we have and move toward public transport." — online participant**

Many of the city's main thoroughfares are becoming more congested as the city and region continue to grow. These streets, such as University Avenue and East Washington Avenue, have no space for expansion. The City should not pursue major road expansion projects in areas that have long been developed, but there are still options to increase the efficiency of congested roads without adding lanes. Intelligent Transportation Systems (ITS) is a collection of technologies and systems that enable multiple agencies to work together to collaboratively manage a transportation network. ITS includes advanced sensors, computers, and communications systems, and can enable more efficient use of existing

streets by providing real-time information on traffic conditions that can be acted upon to reduce congestion.

a. Intelligent Transportation Systems Plan
The MATPB, in collaboration with the City and other entities, developed an ITS Plan that contains many recommendations on how technology can be used to more efficiently manage the transportation system. The City should work with the MATPB and other organizations and governmental bodies to implement ITS recommendations.

b. Connected and Autonomous Vehicles
ITS-related initiatives, such as testing and preparing for advances in connected and autonomous vehicles, will be important over the next five to ten years. As technology in those fields continues to rapidly advance, the City must understand the challenges and benefits of the technology and how it will impact City operations. Continuing with Smart City initiatives will go a long way towards preparing for autonomous vehicles.

c. Parking Management
Parking management technology continues to advance and change, with sensors able to provide real-time availability and allow for demand-responsive pricing. Continued technological advancements in parking management may be beneficial to more efficiently manage the City's on-street and structured parking spaces. Advancements in other transportation-related technology will also impact parking demand and management. Ridesharing continues to increase in popularity, and autonomous vehicle technology continues to evolve. The City will need to account for these, and other, advancements in its parking management strategy.

d. First Mile/Last Mile Gaps
Emerging technology may help to address persistent challenges in bridging the "first mile-last mile" gap between fixed-route transit and passenger origins and destinations. New ideas and new technologies offer the opportunity to connect areas currently unserved or underserved by transit with major transit corridors through the use of ridesharing or shuttle services. Opportunities in this advancing and changing field should be examined with an eye towards enhancing the City's transit offerings.

What is a "Smart City"?

The US Department of Transportation launched a "Smart City Challenge" in 2015. The Challenge offered $40 million to a mid-sized city to develop ideas for an integrated smart transportation system that would use data, applications, and technology to help people and goods move more quickly, cheaply, and efficiently. Although the City didn't prevail in 2015, Madison will continue to pursue Smart City initiatives with the two dozen partners that participated in the City's submittal to the DOT.

NEIGHBORHOODS AND HOUSING

Goal: Madison will be a safe and welcoming city of strong and complete neighborhoods that meet the needs of all residents.

Goal: Madison will have a full range of quality and affordable housing opportunities throughout the City.

INTRODUCTION

Neighborhoods are the basic building block of the city. Housing is a basic need, providing shelter from the elements, a source of stability and investment, an economic driver, and contributor to the fabric of complete neighborhoods. This plan seeks to strengthen Madison's neighborhoods and existing housing while recognizing that the community is constantly evolving, new neighborhoods are emerging, and new housing options are needed.

Madison's neighborhoods differ depending on their layout, housing mix, and accompanying features. Madison's central core has many established, compact, mixed-use neighborhoods constructed before World War II. However, during the latter half of the 20th century, many of Madison's neighborhoods were developed at lower densities with more homogenous development patterns and stricter separation between residential and non-residential uses. This resulted in more auto-dependent single-use neighborhoods, which contributes to increased traffic congestion, greater consumption of land, and decline or disappearance of traditional, walkable areas with shops, restaurants, and other services.

This Plan seeks to establish the framework for creating more complete neighborhoods through a focus on Traditional Neighborhood Developments (TNDs – see page 123 for more information), redevelopment of single-use commercial areas into mixed-use Activity Centers, and creation of Activity Centers in newly developing neighborhoods. The City has adopted more than 60 Neighborhood Plans, Neighborhood Development Plans, and Special Area Plans to help guide development at this finer scale (see the Neighborhood Plans Map on the next page and the Land Use and Transportation Supplement beginning on page 121), and will continue to emphasize the importance of mixed-use Activity Centers in new and updated sub-area plans.

One's housing situation can greatly influence one's sense of connection to, or isolation from, the overall community. Housing location, wealth, poverty, cultural norms, and discrimination may lead to isolation for particular groups. As Madison's demographic makeup changes, its housing

stock must also change to address residents' changing needs. The City must plan for these changes and work with developers who will design, build, and maintain a mix of housing types within neighborhoods to provide a sense of connection across socioeconomic and cultural groups.

One of the most important issues identified by Imagine Madison participants was the need for housing that is affordable to low and moderate-income households, with an emphasis on location, accessibility, and integration into neighborhoods with many amenities. Encouraging more amenities in all neighborhoods and locating affordable housing in areas that already have amenities are the two primary ways to create affordable housing opportunities in complete neighborhoods.
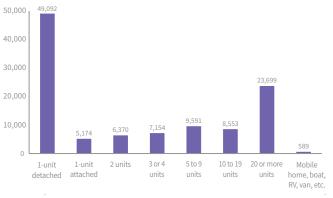
While the City can plan for many initiatives and adopt progressive policies, a variety of public and private partners will be an integral part of implementing the Goals, Strategies, and Actions of this Element. This chapter highlights Strategies and Actions that will make Madison a city of welcoming and safe neighborhoods and homes.

STRATEGIES

1. Create **complete neighborhoods** across the city where residents have access to transportation options and resources needed for daily living.

2. Support development of a **wider mix of housing** types, sizes, and costs throughout the city.

3. Increase the **amount of available housing**.

4. Integrate **lower priced housing**, including subsidized housing, into complete neighborhoods.

5. Provide **housing options with health and social services** for residents who need it most, including residents experiencing homelessness.

6. Support the **rehabilitation of existing housing stock**, particularly for first-time homebuyers and people living with lower incomes.

7. Support **neighborhood-scaled schools** that offer amenities and services to the surrounding area.

8. Ensure **access to food** that is affordable, nutritious, and culturally specific.

DATA SNAPSHOT

Number of Housing Units by Building Type[7]
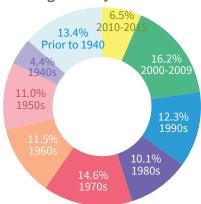
Home Ownership and Rental Rates[8]

■ Owner occupied ■ Renter occupied
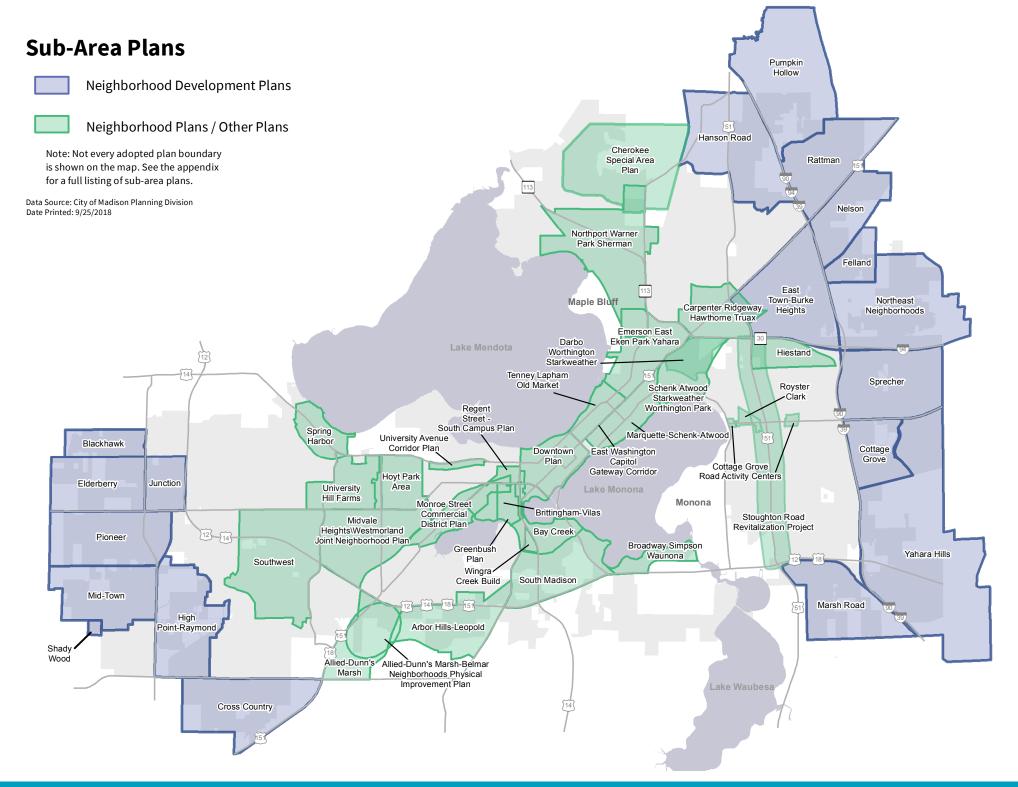
23% of households of color owned their home in 2014, compared to 54% for white households.

From 2007 to 2015, **9 out of 10** new Madison residents were renters[9]

Housing Units by Year Built[10]

- 6.5% 2010-2015
- 16.2% 2000-2009
- 12.3% 1990s
- 10.1% 1980s
- 14.6% 1970s
- 11.5% 1960s
- 11.0% 1950s
- 4.4% 1940s
- 13.4% Prior to 1940

Sub-Area Plans

Neighborhood Development Plans

Neighborhood Plans / Other Plans

Note: Not every adopted plan boundary is shown on the map. See the appendix for a full listing of sub-area plans.

Data Source: City of Madison Planning Division
Date Printed: 9/25/2018

Pumpkin Hollow

Hanson Road

Rattman

Nelson

Felland

Northeast Neighborhoods

East Town-Burke Heights

Sprecher

Cottage Grove

Maple Bluff

Lake Mendota

Cherokee Special Area Plan

Northport Warner Park Sherman

Carpenter Ridgeway Hawthorne Truax

Emerson East Eken Park Yahara

Darbo Worthington Starkweather

Hiestand

Tenney Lapham Old Market

Schenk Atwood Starkweather Worthington Park

Royster Clark

Spring Harbor

Regent Street - South Campus Plan

University Avenue Corridor Plan

Marquette-Schenk-Atwood

Blackhawk

Elderberry

Junction

Hoyt Park Area

Downtown Plan

East Washington Capitol Gateway Corridor

Cottage Grove Road Activity Centers

University Hill Farms

Monroe Street Commercial District Plan

Brittingham-Vilas

Lake Monona

Monona

Cottage Grove

Pioneer

Midvale Heights\Westmorland Joint Neighborhood Plan

Greenbush Plan

Bay Creek

Broadway Simpson Waunona

Stoughton Road Revitalization Project

Yahara Hills

Southwest

Wingra Creek Build

South Madison

Mid-Town

High Point-Raymond

Marsh Road

Shady Wood

Arbor Hills-Leopold

Lake Waubesa

Allied-Dunn's Marsh

Allied-Dunn's Marsh-Belmar Neighborhoods Physical Improvement Plan

Cross Country

Strategy 1
Create complete neighborhoods across the city where residents have access to transportation options and resources needed for daily living.

Actions:

a. Plan for and facilitate mixed-use neighborhood centers featuring shops, services, employment, and a mix of housing types within and near single-use neighborhoods as identified in the Growth Priority Areas Map.

b. Plan for complete neighborhoods in developing areas on the city's periphery to avoid the need to retrofit them in the future.

c. Support the integration of a mix of housing types and neighborhood amenities near existing transit corridors and shared use paths.

d. Ensure that existing and future neighborhoods are well served by transit, shared use paths, and sidewalks.

Creating more complete neighborhoods from single-use residential areas can be challenging. While Madison has many established, compact, and mixed-use neighborhoods, many neighborhoods in the second half of the twentieth century were developed at low densities with separation between different housing types and between residential and non-residential uses. As a result, many of Madison's post-World War II neighborhoods are not complete neighborhoods. New development should occur according to Traditional Neighborhood Development (TND) principles (see page 123 for more information on TND). The City must ensure complete neighborhoods are designed and built from the start to avoid challenging and expensive retrofits decades from now.

a. Mixed-use Neighborhood Centers
Madison strives to have high-quality neighborhoods that are compact, aesthetically pleasing, feature a mix of uses, and are served by a highly interconnected system of streets,

Complete Neighborhoods

Complete neighborhoods are neighborhoods where residents have safe and convenient access to the goods and services needed in daily life. Complete neighborhoods include a range of housing types and costs, a network of well-connected streets and blocks, usable public spaces, and a system of connected parks, paths, and greenways. Complete neighborhoods have amenities such as stores, schools, and places of worship within walking distance of residences. Employment and more regional shopping, service, and civic opportunities are accessible via nearby transit or a bicycle ride.

sidewalks, paths, and open spaces. Ideally, these complete neighborhoods will provide residents with access to schools, childcare, civic spaces, recreation opportunities, parks and open spaces, and healthy food without having to rely on automobiles for every trip. These principles should guide both the enhancement of existing neighborhoods and the design and construction of future Madison neighborhoods as identified on the Growth Priority Areas Map.

b. New Complete Neighborhoods
New Madison neighborhoods should satisfy the daily needs of residents without constant reliance on automobiles. New neighborhoods should include a balanced mix of land uses, including civic buildings, retail and work places, a mix of dwelling sizes and types, and open spaces to support a wide variety of households over time. New housing development should be planned within the Central Urban Service Area (CUSA) and with access to multi-modal transportation options, or in areas where such options do not yet exist, but could be extended. The size of new neighborhoods is ideally based on a comfortable quarter-mile walking distance from the center of the neighborhood to its edge. However, some of Madison's larger neighborhoods will consist of several sub-neighborhoods.

c. Housing Near Transportation
Many neighborhoods already feature a mix of housing types, amenities, and multiple transportation options. The addition of more housing units within existing complete neighborhoods with good transit service, bicycle routes,

and pedestrian facilities can provide more living options to residents and help meet the demand for walkable urban living. More housing and new building types can be added to accommodate a wider mix of uses while taking advantage of the existing multi-modal transportation options to create new complete neighborhoods. Underutilized commercial spaces located along transportation corridors can be rehabilitated to provide more housing, neighborhood-serving retail, employment, leisure, and civic activities.

d. Neighborhoods and Transportation
Streets and sidewalks should form a connected network that provides equitable access for pedestrians, bicycles, and automobiles. In existing neighborhoods, sidewalks should be added where missing and discontinuous streets can be connected to repair the disjointed street network, though through-block paths and greenways may suffice. Better transit access can be added, though improvements to transit will require additional funding. In addition to retrofitting existing neighborhoods, currently developing and future neighborhoods should be built with a complete and robust transportation network.

Strategy 2
Support development of a wider mix of housing types, sizes, and costs throughout the city.

Actions:
a. Include "Missing Middle" housing types within detailed sub-area plans.

b. Encourage provision of life cycle housing choices by supporting lower priced or lower maintenance accessible housing options integrated into places with convenient transportation options.

c. Continue to enable and encourage a variety of ownership and occupancy structures including co-housing, condominiums, and owner-occupied rentals.

Madison's demographic character continues to change as Baby Boomers age, Millennials move to Madison in large numbers, and racial and ethnic diversity increases. The growing diversity among residents in Madison requires a wider range of housing choices, and Madison's neighborhoods should include options beyond single-family detached houses and large apartment buildings to meet the changing needs of residents across their lifespan. Additionally, a mix of 2-, 3-, and 4-bedroom units for families with children need to be thoughtfully included in addition to the large supply of studio and 1-bedroom units currently built in multifamily buildings.

a. Missing Middle
Introducing a variety of building types, such as rowhouses, 2-, 3-, and 4-unit buildings, tiny homes, bungalow courts, courtyard apartment buildings, accessory dwelling units, live-work buildings, and multifamily dwellings above shops provides housing options within a neighborhood. Inclusion of a broad range of housing types and price levels within neighborhoods also fosters daily interaction among people of diverse ages, races, and incomes, thereby building a sense of community across various social groups.

b. Life Cycle Housing
Housing must be provided to accommodate all stages of life and all abilities. Integrating life-cycle and accessible housing options within neighborhoods allows residents to upsize or downsize along with life milestones and changing situations without leaving the established social network of a neighborhood. The inclusion of more accessible housing across the city supports not only the residents themselves, but also visitors who may benefit from accessible features. This can include both accessible new construction, which already occurs, and retrofitting existing buildings. Older adults can stay in the neighborhoods of their choice if housing more appropriate to their changing needs is available throughout the city, especially in amenity-rich areas with good transportation options and proximity to healthcare, basic needs, and programing and resources for seniors.

c. Ownership and Occupancy Types
Physical building type is only one aspect of housing variety. Different occupancy and ownership structures, including fee simple ownership, renting, owner-occupied two- and three- unit rentals, condominiums, co-housing, housing cooperatives, boarding houses, and communal living are ways to provide residents with choices and fight housing insecurity. Several Imagine Madison plan participants, especially within Resident Panels, stressed that providing diverse housing options creates housing that is more accessible to, inclusive of, and supportive of all people, especially LGBTQ+, people of color, people with disabilities, people with undocumented status, and older adults.

Missing Middle Housing

"Missing middle housing" is a range of multi-unit or clustered housing types scaled between single-family detached houses and larger apartment buildings. Missing middle housing is compatible in scale with most single-family residential areas, and can help meet the growing demand for urban living. Missing middle housing types contribute to a walkable neighborhood, require simpler construction types than larger buildings, and contribute to higher residential densities than single-family homes. Despite the higher density, they have lower perceived density than other building types because the units are small and well designed. Housing types that should be considered as part of the missing middle include:
- Tiny homes
- Traditional small-lot single-family detached homes
- Side-by-side duplexes (two-family twin)
- Two-flat (over-under two-unit)
- Three-flat (three stacked units)
- Four-flat (2-up, 2-down)
- Rowhouses (single-family attached)
- Live-Work buildings (similar to rowhouses, but with small ground floor commercial spaces used by residents in the building)
- Accessory dwelling units
- Small apartment buildings

DETACHED SINGLE-FAMILY HOMES — DUPLEX — TRIPLEX & FOURPLEX — COURTYARD APARTMENT — BUNGALOW COURT — TOWNHOUSE — MULTIPLEX — LIVE/WORK — MID-RISE

— MISSING MIDDLE HOUSING —

MissingMiddleHousing.com is powered by Opticos Design.
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Strategy 3
Increase the amount of available housing.

Actions:

a. Support substantial new housing opportunities by prioritizing planning efforts to transition underutilized, automobile-dominated commercial areas into complete neighborhoods and mixed-use Activity Centers.

b. Explore adjustments to the number of dwelling units, building size, and height thresholds between permitted and conditional uses to increase the allowable density for residential buildings in mixed-use zoning districts and select residential zoning districts.

c. Take a proactive approach to finding and marketing housing development opportunities to development partners.

d. Explore the widespread replacement of residential density maximums with building height maximums outside of the downtown area.

Madison's strong real estate market, healthy economy, plentiful jobs, and high quality of life rankings have led to high housing costs and low vacancy rates. The addition of housing units and thoughtful accommodation of higher housing intensities in both edge development and redevelopment can reduce public infrastructure costs and private household costs and improve housing choice and availability.

> "In order to build enough housing, neighborhood plans that were written by incumbent, well-to-do home-owners will have to be ignored. They were written to protect existing home values—not a problem today!"
> — online participant

The city limits will continue to expand to accommodate new growth. However, when asked where to accommodate Madison's projected new housing needs, Imagine Madison participants across all engagement channels generally indicated a preference for infill and redevelopment. Much of the infill over the last decade has occurred in the downtown and isthmus areas, and this will continue to some extent. Directing redevelopment and infill to existing auto-oriented commercial centers and other areas as identified in the Growth Priority Areas Map, Generalized Future Land Use Map and sub-area plans will help accommodate needed growth while protecting the historic character of older neighborhoods.

The general preference for infill and redevelopment sometimes clashes with the reaction to individual redevelopment proposals. Many of Madison's established neighborhoods have unique character and design elements essential to their identity. Proposals to add housing to existing neighborhoods through redevelopment sometimes cause conflict, and opposition from nearby residents can be a barrier to the addition of new housing opportunities. Some Imagine Madison plan participants called for less development oversight by neighborhood associations, while others argued for even greater neighborhood oversight. Regardless of neighborhood association participation, the wide variety of neighborhood-based organizations in Madison should be involved in planning processes. This also underscores the importance of ensuring redevelopment can integrate well with its surroundings through context-sensitive design and scale.

> "Above all, the city and its committees should respect the wishes of neighborhoods in the planning process and not simply roll over them like an armored vehicle. Begin and end with neighborhoods, not committees."
> — online participant

As an example, the Sequoya Commons redevelopment was very controversial when proposed, but praised as a "good example" project in Imagine Madison survey responses. City Planning, the Plan Commission, and Common Council must keep these many issues in mind as they balance wishes of neighborhood residents and the needs of the whole community.

a. Creating Neighborhoods in Commercial Areas
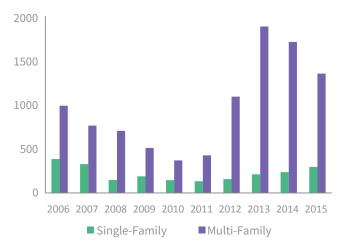
Opening more areas for redevelopment that includes housing can help the city slow the increase in housing costs while also helping to meet the continued demand for homes in walkable, mixed-use areas with access to transit. Many commercial areas, including underutilized retail strips and some office parks, can be prioritized for infill and redevelopment. These areas also provide opportunities to

Madison Area Rental Vacancy Rate[11]

Since 2006, we've fallen well below the healthy rental vacancy rate of 5%

2006 Rate
5.6%

5% healthy rate

2015 Rate
2.8%

Residential Units Added by Year[12]

■ Single-Family   ■ Multi-Family

create new mixed-use, complete neighborhoods while less-ening potential redevelopment impacts on existing neigh-borhoods. The creation of "Development Districts" where a full suite of City programs and resources are focused on a handful of targeted areas with substantial redevelopment potential would support this Action.

b. Increase Permitted Uses

"By-right" multifamily residential development rarely occurs in Madison. Under Madison's zoning code, almost every mixed-use building or significant multifamily resi-dential development requires conditional use review by the Plan Commission due to building height, size, number of housing units, and other thresholds. Only two build-ings with multifamily residential components totaling 12 dwelling units were approved as permitted uses between 2013 (when the city's new zoning code was adopted) and 2016, out of approximately 7,800 total new multifamily units approved during this period. Adjusting conditional use thresholds may streamline the project review process, accelerate the addition of new units, and remove a barrier to adding multifamily housing units to the city.

c. Match Developers with Opportunities

The City can help to increase the amount of available housing by identifying targeted locations for develop-ment, redevelopment, or infill for housing, assisting in land acquisition, land banking, providing incentives, and partnering with private organizations to achieve develop-ment goals. This may go as far as identifying a developer that specializes in a specific building or development type and connecting them to a specific landowner or property. Development Districts may be used to further target devel-opment.

d. Density and Height Maximums

Most people interact with the urban environment based on what buildings look like and how large they are. Dwelling unit density alone can be very misleading: two buildings of a similar size could have very different densities based on the lot area, dwelling unit size, or bedroom count of the building. Regardless of its residential density, a new building could fit well within the fabric of nearby buildings. Height, form, placement of entrances, and the distance between buildings of different scales often best prescribe

how new development will fit into the surrounding context. Replacement of residential density maximums in plans and ordinances with building height or mass maximums could lead to more predictable outcomes as new housing is integrated within existing neighborhoods. The provision of two- and three-bedroom units to accommodate families with children should remain a priority (see also pages 20, 22, and 56).

A poem by Madison resident Tess Lopata

Our neighborhood in reflection
Defined community interconnection
I belong here there is no rejection
Beloved city with natural perfection

Strategy 4
Integrate lower priced housing, including subsidized housing, into complete neighborhoods.

Actions:

a. Support the distribution of affordable housing throughout the city.

b. Explore how TIF could be better utilized to fund affordable housing.

c. Continue allocating money to the City's Affordable Housing Fund.

d. Continue to pursue a variety of county, state, and federal funding and public-private partnerships to support the development of affordable housing.

e. Support and partner with non-profit organizations to preserve affordable housing for the long term.

Affordable housing was a consistently identified priority throughout the Imagine Madison process. Participants emphasized the need for more affordable housing that is well served by transportation options and amenities. Public input highlighted issues related to homelessness, housing cost burden, housing for low-income families, affordable housing for older adults, and affordable housing close to the UW-Madison campus for students. Resident Panels specifically prioritized Strategies promoting affordability and support for Madison's homeless populations.

Affordable housing must go beyond simply low-cost housing. It must be clean, safe, and fit the needs of the household. All housing, regardless of price, should meet standards of quality and provide a safe, healthy environment for those living there. True affordability must also consider transportation costs; lower-cost housing far from jobs and services may actually cost a household more than higher-cost housing that is close to jobs and transit. Further, in addition to adding new affordable housing, it is often more cost-efficient to preserve the existing affordable public and private housing stock.

Though Madison generally embraces a variety of affordable housing development and some neighborhoods advocate for it, some residents and neighborhoods can resist the construction of housing for low-income households due to concerns about perceived impacts on area property values, questions about the adequacy of supportive services, and other reasons. The City must strive to maintain the quality of life in existing neighborhoods while avoiding exclusionary housing practices that lead to segregation by income and race. Each development proposal should be judged on its merits, without regard for the income level of prospective residents.

> "You can't spend 80% of your income on your housing, you have nothing left. You're just surviving."
> — Mini-Documentary participant

a. Distribute Affordable Housing
Affordable housing should be distributed throughout the city and within areas that have access to transit, City services, and amenities for daily living. Integrating affordable housing into neighborhoods makes it makes it more likely that the housing and residents contribute to a stable neighborhood and may result in better outcomes for residents, whereas large concentrations of isolated low-income housing tends to result in greater demands for services. New lower cost and subsidized housing should be located in areas that already have a high level of resources and amenities available at a range of income levels. Meanwhile, resources and amenities must also be equitably located throughout Madison to provide more convenient choices for those living in established residential areas currently lacking amenities within walking distance.
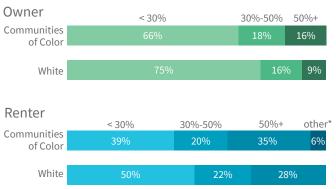
b. TIF for Housing
The City should explore how to better use Tax Increment Financing (TIF) to provide affordable housing. Affordable housing assistance could be included as a budget item in new non-industrial tax increment district spending plans. Additionally, existing tax increment districts can be

extended for a year before closure to fund housing programs, which has been done with some of Madison's districts.

c. Affordable Housing Fund
The Affordable Housing Fund seeks to increase the quantity of safe, quality, affordable rental housing throughout the city, particularly in locations well served by transit and basic amenities. 472 affordable housing units with long-term restrictions to remain affordable to low and moderate income households were completed, or are scheduled to be completed, between 2013 and the end of 2018. 376

Percent of Income Spent on Housing[13]

Owner

	< 30%	30%-50%	50%+
Communities of Color	66%	18%	16%
White	75%	16%	9%

Renter

	< 30%	30%-50%	50%+	other*
Communities of Color	39%	20%	35%	6%
White	50%	22%	28%	

*Other: Rates were unable to be computed due to income anomalies

Householders of color are more likely to spend more of their income to pay for housing than white householders.

Affordable Housing

For housing to be considered affordable, no more than 30% of household income should go toward housing costs (mortgage, rent, utilities, etc.). More than half of all renters and nearly one in five homeowners in Madison spend at least 30% of their income on housing costs. However, affordable housing must go beyond simply low-cost housing. It must be clean, safe, and fit the needs of the household. Further, true housing affordability must also take into account transportation costs; a lower-cost dwelling far from jobs and services may cost a household more than a more expensive dwelling near jobs and transit access.

additional units have been proposed or approved with assistance from the City's Affordable Housing Fund toward the goal of creating 1,000 new affordable units by 2020. The City should continue allocating money to the Afford-able Housing Fund and explore expanding its use, such as utilizing the fund to purchase and hold land for targeted redevelopment as affordable housing.
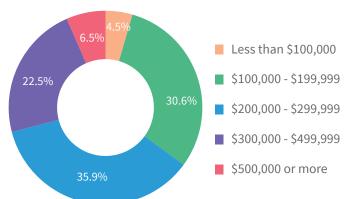
d. Seek Funding Sources
Madison and its partners use funding from sources within their control to leverage funding from other sources. Programs such as the Affordable Housing Fund are used to leverage tax credits. The City can use Tax Increment Financing (TIF) to leverage private investment on a focused, local scale. Other issues, such as homelessness, are best addressed at the regional scale. Dane County, with its range of social service programs, has been an import-ant partner in addressing homelessness. The sources and potential uses of county, state, and federal funding are constantly changing, so the City must be proactive in iden-tifying challenges and opportunities to funding affordable housing.

e. Preserve Affordable Housing
Many of the affordable housing units across the City are subsidized in order to limit rents households for certain income levels. The most common mechanism, which the City has strongly supported, is the WHEDA Section 42 tax credit program. Housing units constructed with this type of financing must remain affordable for specified income levels for a period of 30 years, but could then revert to market-rate housing units. The City should be aware of the timelines for each subsidized housing development and partner with property owners and non-profit organizations to explore ways to extend the life of affordable housing beyond the required period.

Owner Occupied Housing Value[14]

- 4.5% Less than $100,000
- 30.6% $100,000 - $199,999
- 35.9% $200,000 - $299,999
- 22.5% $300,000 - $499,999
- 6.5% $500,000 or more

Strategy 5
Provide housing options with health and social services for residents who need it most, including residents experiencing homelessness.

Actions:

a. Through partnerships, support organizations that provide temporary shelter and access to a full range of supportive services in or near affordable housing.

b. Continue to support the provision of tenant resources and information about housing rights and options, especially for low-income households.

c. Continue the permanent supportive housing program and monitor the success of the program in meeting the challenges of homelessness.

Beyond shelter, Madison's most vulnerable residents need additional services including physical and mental health care, vocational assistance, and social services. The City and its partners must work together to support the availability of safe, decent, and sanitary housing for all Madison residents, regardless of social or economic status, and contribute to the development of strong neighborhoods. Resident Panels highly prioritized Strategies promoting housing with social services and support for Madison's homeless populations.

a. On-Site Supportive Services
Many residents requiring assistance come and go, only needing shelter or services provided by Madison and its partners for a short time, but others need additional supportive services. A small group needs substantial support. Dane County and a number of nonprofit organizations are

the City's partners in providing health care, mental health assistance, and vocational resources in conjunction with housing for low-income residents with additional needs. Private sector partners also meet some of these needs, but additional partnerships should be explored.

> **"Support the development of a holistic consortium of service providers."**
> **— Resident Panel participant**

b. Tenant Resources
Vulnerable populations, such as those with bankruptcy histories or poor credit, past evictions, a criminal record, or substance abuse issues, often face challenges when looking for housing that is both affordable and in decent condition. Such populations are frequently left with few options regarding the quality of housing options. In these cases, the responsibilities of landlords must be clearly expressed, understood, and enforced to protect vulnerable residents who may be fearful of filing a complaint with the City because of a fear of landlord reprisal or mistrust of government.

c. Permanent Supportive Housing
Homelessness was an issue raised often by Imagine Madison plan participants, especially by Resident Panels. There are several approaches that are especially pertinent to housing the city's most vulnerable populations. The Permanent Supportive Housing program has made progress in addressing chronic homelessness; the City should continue monitoring this program and seeking ways to improve it. In addition to short-term housing programs directed towards people experiencing homelessness, such as Rapid Rehousing or shelters, some Imagine Madison participants identified the need to "decriminalize" homelessness as an important step in addressing homelessness.

Strategy 6
Support the rehabilitation of existing housing stock, particularly for first-time homebuyers and people living with lower incomes.

Actions:
a. Increase programmed building inspections and enforcement activities for rental housing maintenance, prioritizing areas with vulnerable residents.

b. Partner with MGE, the Madison Metropolitan Sewerage District, the Madison Water Utility, and others to provide incentives for rehabilitation, maintenance, and enhanced accessibility and sustainability of housing of housing.

c. Review the use of first time homeowner assistance programs, small cap tax incremental financing, and other similar rehabilitation and ownership programs.

Madison possesses a relatively well-maintained and balanced housing stock, but more than a third of Madison's housing stock is over 50 years old. Current housing will continue to age and deteriorate without investment in maintenance. Reinvestment in existing housing stock, in conjunction with development of new housing, should create a range of housing choices for residents of all ages, income levels, and abilities, and contribute to the development of safe, healthy, and welcoming neighborhoods for all residents. Building Inspection, the Fire Department, and other agencies and partners work together to ensure housing safety. As part of Madison Measures and other initiatives, the City should continue to track data to help identify opportunities to preserve affordability.

Historic preservation can improve the quality of housing in Madison's older central neighborhoods by encouraging the rehabilitation, maintenance, and adaptive reuse of high-quality older buildings, sometimes with the help of tax credits (in the case of structures within National Historic Districts). However, historic preservation is applicable only to a small portion of Madison's housing stock. Special area plans guide the processes of preservation, conservation, and rehabilitation in established neighborhoods, even if a neighborhood conservation or historic district is not in place. Finally, housing conservation and rehabilitation will help achieve the City's sustainability goals, as the most sustainable housing stock is that which already exists.

a. Inspections
Private investment and property maintenance in existing developed areas should be encouraged to prevent property deterioration and promote renovation and rehabilitation. This is especially important for Madison's most vulnerable populations, as many are left with few housing options. Those that live in low-quality rental housing can sometimes be reluctant to report poor conditions for fear of retaliation from landlords who would face building code enforcement. The City enforces housing codes and building codes to foster safe, quality development in the community. These codes require buildings to meet basic regulations for safe construction, property maintenance, and sanitary living conditions. The City should work within the limits of State legislation to use regular inspections to ensure safe and sanitary housing for all Madisonians.

b. Housing Upgrades
Measures to improve energy efficiency and resource sustainability of housing can result in lower household costs and better housing conditions. Regulatory and technological advances in the building industry have changed expectations of how a dwelling can perform in terms of energy conservation, environmental health, and other issues. While these upgrades can be an upfront cost, there are long-term savings for owners and residents. A focus on upgrades to existing affordable public and private housing will extend the lifetime and use of accessible affordable housing options. Further, rehabilitation to enhance accessibility can broaden housing choices for residents with disabilities. Partnerships to support and expand such upgrades should be sought and strengthened and the City should partner with local utilities to maximize reinvestment into housing.

c. Ownership and Rehabilitation
There are several existing ownership and rehabilitation programs that are either sponsored by the City or supported through partners. First time homeownership education and assistance programs, rent-to-own programs targeted toward low-income households, and encouraging owner-occupied two- and three-unit rentals all expand ownership opportunities. The careful use of Small Cap Tax Increment Financing in some of the City's older central neighborhoods could be revisited and expanded to encourage reinvestment, especially as students are moving out of older housing stock in neighborhoods to newer units closer to campus. A program should also be considered to support the rehabilitation of privately-owned rental properties in areas of the city that are lacking private investment. Existing ownership and rehabilitation programs should continue to be reviewed and improved.

Strategy 7
Support neighborhood-scaled schools that offer amenities and services to the surrounding area.

Actions:

a. Support development of neighborhood-scaled schools that serve the community while fitting within the context of the neighborhood.

b. Ensure that Madison's existing schools can remain strong and viable by supporting housing for families with children near existing and planned schools.

c. Work with Madison Metropolitan School District (MMSD) and surrounding school districts to ensure school attendance areas reflect development patterns and account for planned growth areas.

d. Support expansion of the MMSD "Community School" program.

Schools are catalysts for creating community as children's activities, daily social interactions, and community projects are methods for creating connections and establishing strong neighborhoods. Beyond their impact on the character of neighborhoods and housing values, schools serve their primary purpose of educating youth and preparing them to participate in the workforce and contribute to society. In the unfortunate event in which a neighborhood school does close, the community should seek ways to reuse it in a positive manner for the neighborhood. See page 68 for more discussion of education in Madison.

a. Neighborhood-Scale

Schools and other civic and institutional uses should be embedded in neighborhoods and accessible to residents, not isolated in remote locations. Smaller schools connect and better serve the neighborhood and walkable schools can support daily activity and healthier children. New schools should be sized and located to be easily accessible by children and parents on foot or bicycle. When well placed in neighborhoods, schools can provide amenities to the community, such as doubling as after-hours community or recreation centers.

b. Family Housing

Due to demographic changes and rising housing costs, some neighborhoods in Madison have a decreasing population, especially among households with children. Larger demographic changes are leading to a rise in single-person households, and the market has responded with new housing dominated by studio and one-bedroom apartments. In the past, Madison has experienced the threat of school closures in neighborhoods where the critical mass of households with children to keep local schools open was lost. By encouraging a variety of housing types – for both homeowners and renters – that attract and support families with children, existing schools can remain open and healthy. Ideally, these units would have two or more bedrooms and be located near parks or other open spaces.

c. Attendance Areas

Busing and driving by parents to large or distant schools can increase traffic and reduce opportunities for transit dependent households to be fully involved in school activities. School attendance areas within districts occasionally split neighborhood children living on the same street or block. At a district level, district boundaries no longer follow municipal boundaries. The Madison Schools and Districts Map on the following page shows how Madison includes or borders nine school districts. MMSD and adjacent school districts pursue tax base and households in newly developing areas according to district boundary rules set by the State, causing discontinuous attendance areas, unnecessary busing, and segregation. While this is an issue where the City must play a secondary role, Madison should continue to work to improve coordination with the school districts within its boundaries and the adjacent districts to arrive at reasonable and equitable district boundaries and attendance areas.
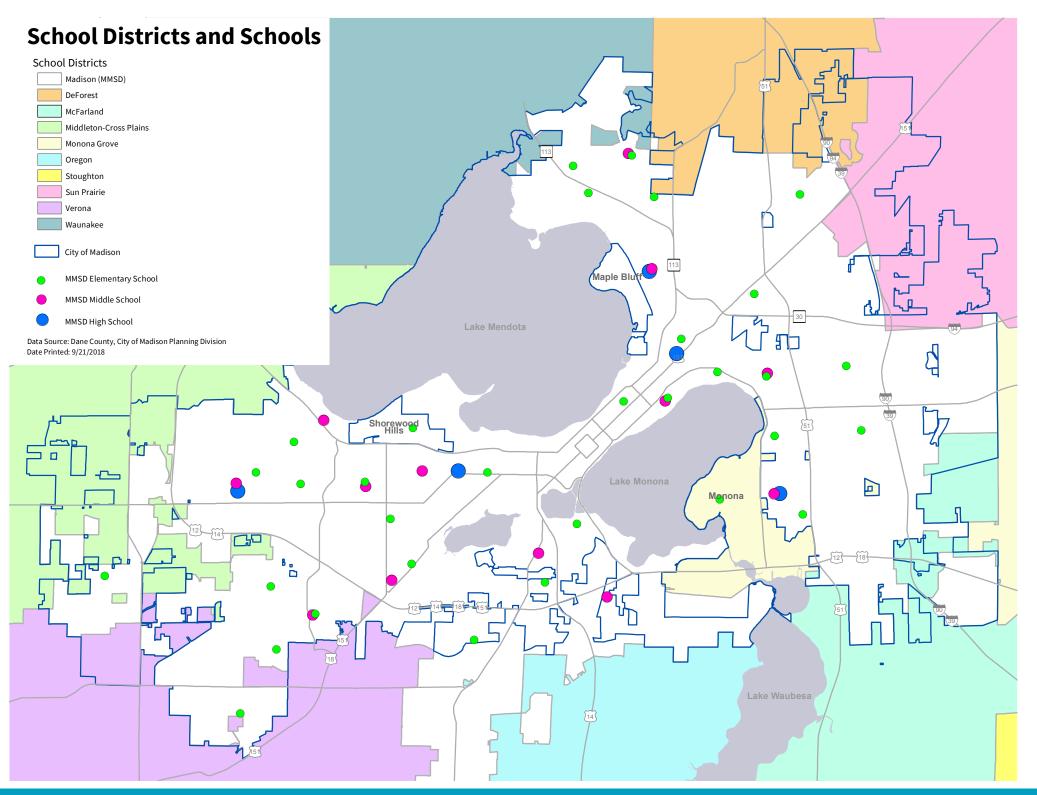
d. Community Schools

The MMSD Community Schools program helps families access the programming and services they need by bringing many different health and human service providers and other community partners to one centralized location. The program integrates activities and services that students, families and community members feel are needed, such as health care, academic tutoring, mentoring, adult learning, food access, recreation, and more, directly into schools, making them hubs of coordinated support. Mendota and Leopold Elementary Schools were the first two Community School locations. The City and other community partners can support and participate in the integrated services provided at Community Schools.

"Continue the trend of increasing the number of 'neighborhood schools' which serve as a focal point for neighborhood needs i.e. health services, food pantries, social services, tutoring, etc." — online participant

School Districts and Schools

School Districts

- Madison (MMSD)
- DeForest
- McFarland
- Middleton-Cross Plains
- Monona Grove
- Oregon
- Stoughton
- Sun Prairie
- Verona
- Waunakee

City of Madison

- MMSD Elementary School
- MMSD Middle School
- MMSD High School

Data Source: Dane County, City of Madison Planning Division
Date Printed: 9/21/2018

Lake Mendota

Maple Bluff

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Strategy 8
Ensure access to food that is affordable, nutritious, and culturally specific.

Actions:

a. Continue initiatives to support the introduction of neighborhood-serving grocery stores into under-served established neighborhoods.

b. Identify public and private spaces suitable for community gardens and explore expansion of existing gardens to meet demand.

c. Improve access to fresh foods by encouraging and facilitating the equitable distribution of farmers markets and farm stands.

d. Encourage initiatives that support the emergency food system and facilitate donation of near-expired, but high-quality, foods.

Access to healthy food is one of the most basic life-sustaining Strategies of the Comprehensive Plan. There are several areas of the city where residents, especially low-income residents and those without cars, face significant barriers to purchasing affordable nutritious food. The Food Access Improvement Areas Map on page 60 identifies these areas. Beyond being healthful, available food must be affordable, meaning people with lower incomes are able to regularly purchase it without falling back on cheaper processed foods. It must be nutritious, meaning that it should be part of a healthful and balanced diet. Lastly, culturally specific food that reflects the cultural norms of the people eating it should be available. This is especially needed in the racially and ethnically diverse areas of the city. Many partners will participate in achieving this Strategy. For instance, Meadowridge Library has a kitchen and provides food and cooking classes to neighborhood children and adults.

a. Retail Access
Some areas in Madison are "food deserts," regions without easy access to grocery stores or other outlets for healthful food. These areas may not be totally devoid of food outlets, but may only be served by convenience stores or other establishments that generally sell unhealthy processed foods, often at high prices. The Healthy Retail Access Program, Double Dollars, Farmers' Market Nutrition Program, and SEED Grants are existing programs that should be continued and expanded to combat food insecurity and create more opportunities for people to purchase affordable, healthful food.

b. Gardens
Open space throughout neighborhoods should be considered for conversion into community gardens. These areas can evolve into neighborhood centers that include food production space, parks, plazas, meeting spaces, spaces for food sale or distribution, and paths or transit stops for greater access. Community gardens were strongly supported by Resident Panels and other Imagine Madison participants. Gardens can be located in a variety of both public and private spaces. Identifying locations for additional community gardens and urban agriculture should be undertaken in a future citywide planning effort.

> "Those from low-income neighborhoods do not have access to affordable healthy foods. There are food deserts in Madison & we need to address this!"
> — Community Meeting participant

c. Farmers Markets and Food Stands

Additional farmers market and food stands were strongly supported by Resident Panels and other Imagine Madison participants. Expansion of these businesses to more areas of the city would reach many more people, many of whom do not have regular access to healthful food. A "lemonade stand" style of business was proposed for food stands—small scale startup food businesses with low barriers to entry for entrepreneurs while being nimble enough to respond to the food and nutrition needs of the neighborhood.

d. Emergency Food System

Innovative partnerships for the collection and distribution of food will help meet the nutrition needs of Madison's low-income and vulnerable populations. The City and its partners should encourage alternative sources for food distribution, such as food pantries and food banks, especially within food deserts and areas with concentrations of low-income residents. Near-expired, but high-quality, foods from grocery stores and restaurants can be donated to food pantries and similar outlets for immediate use.

Food Access

- ▮ Food Access Areas*
- ● Major Food Store
- ● Small Food Store / Specialty Food Store
- ● Convenience Store / Pharmacy

Percent of Households Below Poverty Line
(Census Block Group geography)

- ▨ 25% - 50%
- ▦ 50%+

*Areas within the city that have easy access to food, which is considered to be within 1/2 mile of major stores, 1/4 mile of small stores, speciality stores, pharmacies that sell food, or convenience stores with fresh produce. 1/2 and 1/4 mile buffers do not include land that requires crossing limited access highways.

Data Sources: InfoUSA, 2016 5-year ACS, City of Madison Planning Division
Date Printed: 9/18/2018

Lake Mendota

Maple Bluff

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

ECONOMY AND OPPORTUNITY

Goal: Madison will have a growing, diversified economy that offers opportunity for businesses and residents to prosper.

Goal: Madison will have equitable education and advancement opportunities that meet the needs of each resident.

INTRODUCTION

As the home of University of Wisconsin's flagship campus, education and innovation are ingrained in the city's institutions. Madison's highly educated workforce continues to drive research and innovation. A 2017 Brookings Institution report ranked the Madison area as the 20th strongest U.S. metro area for high tech job growth. Between 2013 and 2015, the Madison region added approximately 2,900 jobs in the technology sector—outpacing many larger regions. The city's overall job growth produces many opportunities and high incomes for residents with a formal education. Madison's consistently strong economy and high quality of life brings a steady influx of new residents from across the state and nation.

The community's greatest challenge is ensuring that the strong economy benefits all residents. Madison has significant racial disparities in education and advancement opportunities that keep the community from reaching its full potential. Opportunity should be available to everyone, no matter where they started in life or where they are today. Addressing these issues requires collaboration among many entities and service providers—from child care for young residents to job training for older adults seeking new careers in an ever-changing economy.

The following Strategies and Actions are intended to grow Madison's economy and bring opportunity for all residents.
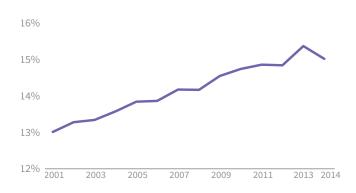
STRATEGIES

1. Retain existing **employers** and attract new employers to ensure residents have access to jobs.
2. Ensure an **adequate supply of sites** for a wide variety of employers to operate and grow.
3. Support more jobs that pay a **family-supporting living wage**.
4. Close the **educational opportunity gap**.
5. Remove barriers to achieving **economic stability**.
6. Support **small businesses** and cultivate **entrepreneurship**, especially businesses owned by underrepresented groups.
7. Support efforts for businesses and consumers to **produce and buy local** food, products, and services.
8. City government should lead and encourage other employers to develop a **diverse workforce** best able to serve an increasingly diverse population.
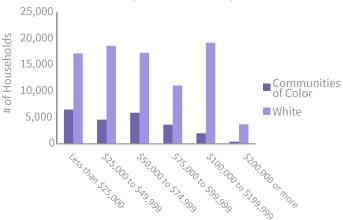
DATA SNAPSHOT

Madison Metro GDP as a % of Wisconsin GDP[15]
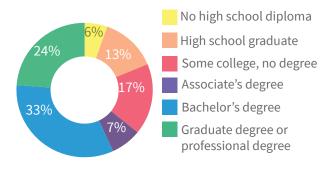
Household Income by Race/Ethnicity[16]
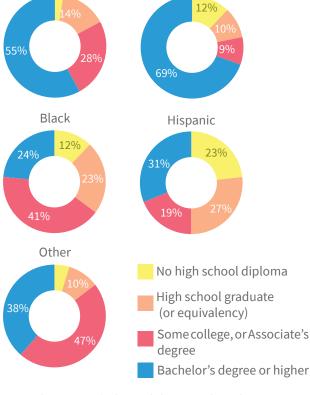
Educational Attainment[17]

Madison population 25 years and older

- No high school diploma
- High school graduate
- Some college, no degree
- Associate's degree
- Bachelor's degree
- Graduate degree or professional degree

White

Asian

Black

Hispanic

Other

- No high school diploma
- High school graduate (or equivalency)
- Some college, or Associate's degree
- Bachelor's degree or higher

More than 60% of white adults in Madison have a bachelor's degree or higher, compared to about 40% of people of color. However, fewer than 30% of people in Wisconsin and the nation have a bachelor's degree or higher.

Strategy 1
Retain existing employers and attract new employers to ensure residents have access to jobs.

Actions:

a. Target Business Retention and Expansion (BRE) efforts in industries where Madison has a competitive advantage.

b. Continue the Business Walk program.

c. Support the siting of state government facilities within the city.

d. Expand the City's Tax Increment Financing (TIF) program to keep Madison regionally competitive and support small businesses.

Employers, in all forms and sizes, are the lifeblood of the city's economy. The city has a wide variety of employers, from decades old companies to recent start-ups located in a food cart or a co-working space. Madison should work to ensure existing businesses continue to find success and support their opportunities to expand within the city. The City should also pursue strategic opportunities to bring new employers to Madison.

a. Target BRE Efforts

The City has identified four specific industries where the Madison area has a competitive advantage: Information Technology, Biotechnology, Food Systems, and Precision Manufacturing. Madison has a high concentration of businesses, increasing employment, and other unique assets in these fields. Efforts to retain existing businesses and bring new businesses to Madison should emphasize these sectors. Additionally, the City's efforts should emphasize businesses that offer employment opportunities accessible to residents with varying levels of education and experience.

b. Business Walk

The City's Business Walk program is an example of important outreach to the private sector. Through the program, City staff and economic development partners visit hundreds of businesses in a predetermined area of the city in one day. This offers an opportunity for City representatives to meet business owners and employees to gain insights on successes and obstacles for the business community. Additionally, the program provides a conduit for businesses to obtain information or assistance from City agencies. The City should continue to develop the Business Walk program and visit parts of the community at regular intervals.

c. State Facilities Within City

While strong private sector job growth is shifting Madison's economic base, jobs affiliated with the State of Wisconsin and UW-Madison are generally well paying and support many of the city's families. A large number of these positions are accessible to residents with a wide range of educational and employment backgrounds. Many of the State agencies in Madison are located along corridors with transit service, which reduces traffic congestion in the city and can reduce employees' daily transportation costs and the need for a vehicle. The City should continue to support State of Wisconsin and UW-Madison entities with expansion and relocation plans to sites within the city.
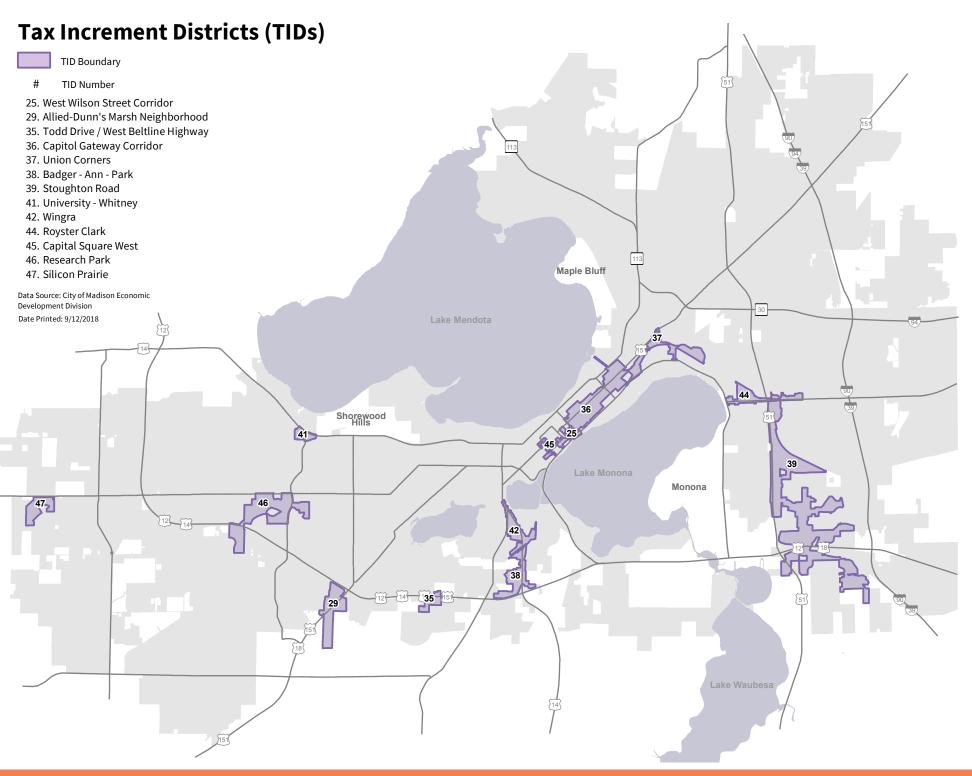
What is Tax Increment Financing (TIF)?

Within designated tax increment financing areas, increases in tax revenue (called the increment) are allocated to a TIF fund. Funds are used to facilitate development that would not have happened "but for" the TIF incentive. Incentives can range from infrastructure, such as transportation and utility improvements, to reimbursements for employers if specific job creation or retention goals are met.

d. Expand TIF

The City has a successful track record of using tax increment financing to support job creation and increase the city's tax base. The Tax Increment Districts (TIDs) Map notes the location of the City's current TIDs. The City should explore opportunities to expand the use of TIF. Madison's current TIF policy can limit the City's ability to compete with other communities for business expansions and attractions. The policy also indirectly limits the use of TIF for small businesses. Potential changes could include adjusting the eligibility requirements for the Jobs TIF program and creating a TIF program focused on small businesses.

Tax Increment Districts (TIDs)

TID Boundary

\#   TID Number

25. West Wilson Street Corridor
29. Allied-Dunn's Marsh Neighborhood
35. Todd Drive / West Beltline Highway
36. Capitol Gateway Corridor
37. Union Corners
38. Badger - Ann - Park
39. Stoughton Road
41. University - Whitney
42. Wingra
44. Royster Clark
45. Capital Square West
46. Research Park
47. Silicon Prairie

Data Source: City of Madison Economic
Development Division

Date Printed: 9/12/2018

Strategy 2
Ensure an adequate supply of sites for a wide variety of employers to operate and grow.

Actions:

a. Reserve sites for employment uses in City land use plans.

b. Layer tools and incentives in specific geographic areas.

c. Facilitate the reuse of brownfield sites.

d. Participate in site selection and site certification programs.

One of the most important roles government has in economic development is to ensure there is an adequate supply of development-ready land and buildings to accommodate the needs of business. In addition to providing jobs that support the community's families, employment uses provide a fiscal benefit to the City. They generally produce more in tax revenue than it costs to provide them with City services.

Pressures to use land for purposes other than employment can make it difficult for local businesses to remain in their current locations or expand within the city. Reserving employment locations can help maintain an overall balance between commercial and residential uses in the city, and ensure there are conveniently accessible employment opportunities throughout Madison.

a. Reserve Sites
The City should reserve sufficient areas for employment uses when developing more detailed sub-area plans and considering potential changes to the Generalized Future Land Use (GFLU) Map. Madison's portfolio of existing and potential employment sites should accommodate a wide variety of employers, ranging from larger industrial and office sites to smaller and lower-cost space within business incubators.

b. Layer tools and incentives
The City has a variety of tools and incentives to facilitate development. In the late 2000s and early 2010s, the City catalyzed significant redevelopment along a segment of East Washington Avenue. The City adopted a detailed land use plan for the area, acquired several large underutilized sites during the midst of an economic recession, cleaned up on-site contamination and then sold individual development sites to developers through a competitive bidding process. By layering tools and incentive programs in one specific area, the City was able to attract high quality development projects that are consistent with the adopted land use plan.

The City should identify several key geographic areas and focus tools and incentives on these areas. There should be an emphasis on encouraging employment growth in transit-served areas. This includes the use of TIF, land banking, and various state and federal tax credit programs.

c. Brownfields
Brownfields are abandoned or underused properties where perceived or actual contamination has hindered redevelopment. The Potential Brownfields Map includes sites from the Wisconsin Department of Natural Resources' (DNR) Bureau for Remediation and Redevelopment Tracking System (BRRTS). These sites have an active environmental investigation or remediation or were formerly investigated and could still have contamination that must be addressed prior to redevelopment. These potential brownfields are primarily former industrial and commercial sites and are therefore generally located along Madison's business and transportation corridors. Brownfields offer an opportunity to upgrade underutilized properties with new employment opportunities in areas that often already have transit service and other amenities. The City has obtained $1.2 million in federal and state funding for the assessment and cleanup of brownfields in recent years. The City should continue to pursue brownfields funding to mitigate obstacles to redevelopment of these sites.
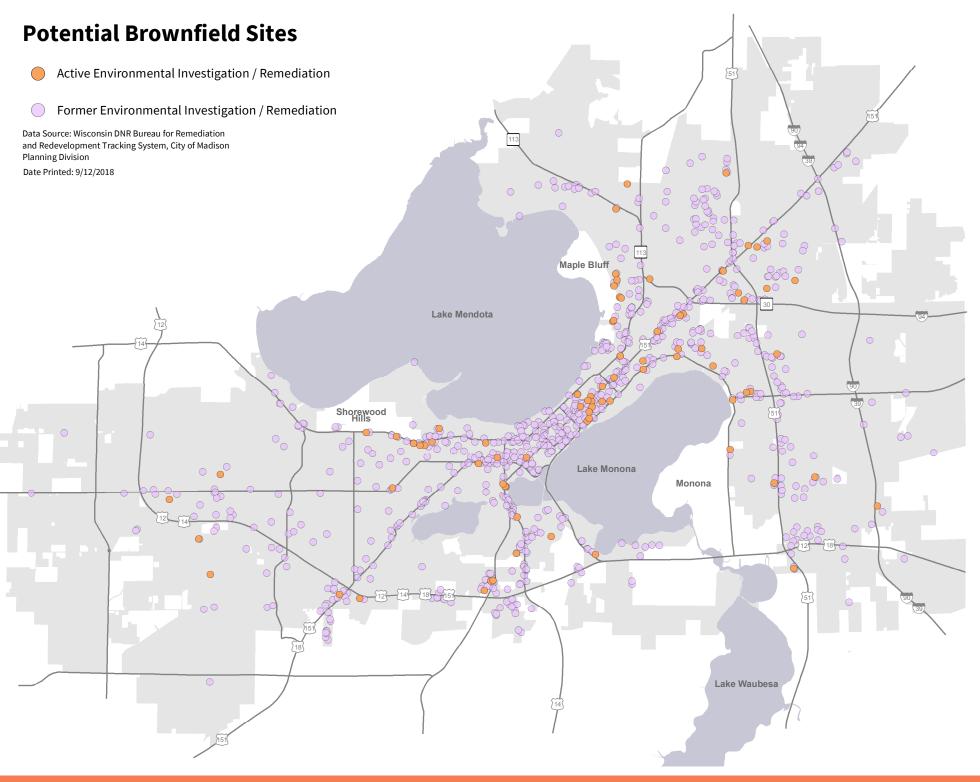
d. Site Selection and Certification
The City should continue working with the Madison Region Economic Partnership (MadREP) to respond to national site selector searches and encourage large employers to locate in Madison. Further, the City should explore opportunities to work with the Wisconsin Economic Development Corporation and MadREP to include Madison properties in state and regional site certification programs. Certifying sites as ready for development is helpful in securing interest from businesses selecting sites within a short timeframe. These programs ensure that all regulatory approvals are in place and infrastructure such as roads and utilities are available to serve the property.

Potential Brownfield Sites

🟠 Active Environmental Investigation / Remediation

🟣 Former Environmental Investigation / Remediation

Data Source: Wisconsin DNR Bureau for Remediation and Redevelopment Tracking System, City of Madison Planning Division

Date Printed: 9/12/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Strategy 3
Support jobs that pay a family-supporting living wage.

Actions:

a. Continue the living wage for City employees and contractors.

b. Leverage the Jobs TIF program to support living wage jobs.

c. Pursue increases to Wisconsin's minimum wage.

In the feedback received through the Imagine Madison process, residents strongly supported pursuing opportunities that produce living wage jobs. For employed individuals, a living wage allows for the provision of shelter, food, and other everyday necessities. With a living wage, people should not have to work multiple jobs to support their household.

Overall, Madison's strong employment growth produces a consistently low unemployment rate. Nonetheless, many Madison residents are unable to find family-supporting employment opportunities. Growth in the city's workforce is occurring at opposite ends of the economic spectrum with high-wage, high-skill jobs in technology-based sectors and low-wage, low-skill jobs in service sectors. There are fewer and fewer job opportunities in the middle.

a. Living Wage for City Employees and Contractors
The City of Madison should continue the living wage requirement adopted in 1999. The ordinance applies to individuals who are directly employed by the City of Madison, are working for an employer with a service contract with the City, or are funded by the City. The wage equates to an annual income that is 110% of the poverty level for a family of four. For 2018, it is $13.01 per hour. The wage is calculated annually and adjusted for inflation.

b. Jobs TIF
The City should continue using the Jobs TIF program to support the retention and creation of living wage jobs. This program is a potential option where a Tax Increment District is in place and sufficient increment is available or

will be created by a development project. TIF supported jobs must provide a living wage under the City's current policy for the program.

c. Minimum Wage
The City, as part of a larger coalition, should pursue opportunities to increase the minimum wage in Wisconsin to support residents living with lower incomes. Wisconsin's minimum wage has been $7.25 per hour since 2009. According to the National Conference of State Legislatures, Minnesota has a minimum wage of $9.65 per hour for larger businesses. Smaller businesses must pay at least $7.87 per hour. Michigan and Illinois have minimum wages of $9.25 and $8.25 per hour, respectively. If a higher minimum wage is adopted, it should adjust annually to keep pace with inflation as it does in some other states.

> "Families need viable career opportunities that can position them to live stable lives—not scraping by paycheck to paycheck, and that will help to close the wealth gap over time."
> — Resident Panel participant

Strategy 4
Close the educational opportunity gap.

Actions:
a. Continue to improve access to quality child care with an emphasis on underrepresented groups.

b. Continue support for out of school time programming.

c. Align City internships and initiatives with work-based learning opportunities for youth and young adults.

d. Expand access to low-cost, high-speed internet service.

Community feedback for Connect Madison, the City's Economic Development Strategy, overwhelmingly highlighted equity as the community's most significant economic development challenge. Kindergarten through 12th grade education was cited as the area of greatest influence to address disparities. Feedback gathered through the Imagine Madison process echoed this sentiment. The community is concerned about the number of students of color that are falling behind in literacy and other essential skills. This affects their college and career prospects as well as Madison's future workforce.

a. Child Care
Feedback received through the Imagine Madison process emphasized the need to support children with enriching child care during the critical developmental years between birth and 5 years of age. Feedback cited several specific considerations: having convenient locations, affordable rates, and opportunities for culturally appropriate care.

The City should continue to improve access to high quality child care and early education. Madison provides direct support to families that do not qualify for the Wisconsin Shares program. The City's Pathways to Quality program is intended to expand the number and distribution of child care facilities throughout Madison, enhance the quality of care provided at these facilities, and produce more opportunities for low-income families to find care. This is done primarily through support for more accredited child

care providers across the city and improving providers' YoungStar rating, which reflects a higher level of care.

The City should continue to facilitate more accredited in-home child care facilities throughout Madison. These facilities can provide conveniently located child care options and possibly more venues for culturally appropriate care, while creating opportunities for home-based businesses with minimal start-up and operating costs.

b. Out of School Time
The City should continue its support for the Madison Out of School Time (MOST) initiative that offers learning and enrichment activities after school, during summer break, and other times when children are out of school. MOST, a partnership between the City of Madison and MMSD, has been identified as a national model for effectiveness in improving educational outcomes. The program serves as a hub for over 100 out of school time providers that register their programs on a shared website and commit to shared quality standards. The programs are based in Madison area community centers, schools, and other venues.

c. Align City Internships and Initiatives
Aligning City internship opportunities, such as the Wanda Fullmore and AASPIRE programs, with MMSD's Pathways Initiative and similar community initiatives will produce greater results. The Pathways Initiative incorporates field specific learning opportunities into the high school curriculum, starting with freshman year. It is intended to increase student engagement during the high school years and to better prepare students for post-secondary education and work opportunities.

d. Internet Service
As education and technology become increasingly intertwined, addressing the digital divide becomes increasingly important. Elementary school classes now have some online component. Parent/guardian communication with schools and educators, a key aspect for supporting student achievement, is moving online. Higher education programs only offered online are becoming more prevalent. The City should continue initiatives to bring low-cost, high-speed internet service to underserved neighborhoods. This could include the pursuit of external funding, partnerships with the private sector, and potentially a public internet utility. Additionally, Madison's public libraries should continue to offer internet access at each location.

Wanda Fullmore and AASPIRE Internships

The City has two primary youth internship programs. The Wanda Fullmore program is geared towards MMSD high school females and students of color that are entering their junior or senior year. The Affirmative Action Student Professional in Residence (AASPIRE) program provides City internship opportunities to those currently or recently enrolled in a higher education program and emphasizes opportunities for females and people of color.

Strategy 5
Remove barriers to achieving economic stability.

Actions:

a. Continue support for neighborhood centers.

b. Work with partners to better align efforts in job training and placement programs.

c. Increase awareness of programs that build residents' financial capability.

Without the benefit of a support system, many households in the city are one setback away from not being able to afford food or becoming homeless when faced with an unexpected financial challenge, such as healthcare expenses or car repairs. Continually facing challenges in providing food and shelter means that some families cannot achieve economic stability and prosperity.

Working multiple jobs to support a family can also present challenges. The work schedule can turn fundamental aspects of life, such as raising children, commuting to work, or preparing food, into a constant struggle. Often, these residents are unable to take time out of their work schedule to take advantage of education and training opportunities that could lead to a better job. It is therefore important for Madison area entities to seek holistic approaches to support residents in overcoming these barriers. This could include providing child care along with job training opportunities or assisting with transportation to a job fair.

The community also expressed concern over the potential for residents to be shut out of the workforce as advances in technology lead to more automation of tasks traditionally performed by humans. Specifically, artificial intelligence has the potential to disrupt entire lines of work as computers become able to complete tasks that require decision-making. It could affect jobs across the employment spectrum, from blue collar to white collar, and the families that rely on these jobs.

a. Neighborhood Centers
Neighborhood centers can play a key role in removing barriers to economic opportunity by providing spaces for residents to learn and connect to resources, whether it be accessing a food pantry, attending a homeownership workshop or participating in a hands-on job training. The City currently supports 16 community centers that serve as hubs for neighborhood-specific programs and services. Continual requests for City support to expand existing centers and develop new centers has prompted a holistic review of City funding for these facilities. This forthcoming review will help guide the siting of any future neighborhood centers, including how they interface with MMSD's Community Schools initiative and opportunities for co-location with other City facilities. It will also develop benchmarks to guide City funding for the ongoing operation of these centers.

b. Job Training and Placement
The City provides funding to several community-based organizations that provide training to remove barriers to employment for marginalized populations, such as formerly incarcerated residents, English language learners, women, and people of color. Services range from helping residents complete general education development (GED) programs to providing training opportunities for women and people of color who are underrepresented in the fields of computer coding and construction.

To ensure programs are meeting the needs of residents and area employers, the City should work with area partners to better align efforts through establishing an inventory of existing programs, assessing their effectiveness and identifying programming gaps. Partners in this area include the Workforce Development Board of South Central Wisconsin, Madison College, UW-Madison, Dane County, and community-based organizations that the City funds.

To address issues related to artificial intelligence and other automation in the workplace, the City and partner agencies should monitor impacts from technological advances and continue to calibrate the region's training programs to address these changes.

c. Financial Capability
According to Bank On, more than 50% of African American and 46% of Latinx households nationwide do not have sufficient access to banking tools, compared to 20% of white households. Many area financial institutions and community non-profits offer well-regarded programs designed to improve residents' financial capability. This includes awareness of and access to tools such as savings accounts, checking accounts, and home-buying or small business development assistance. Many of these programs also assist residents in improving their credit score. The City should increase awareness of and support participation in these programs.

Poem by Madison resident Shawn Tando

Muy lejos hemos llegado, pero más allá debemos ir.
Hasta que todos en la comunidad, tengan un mejor porvenir
Que podamos prosperar juntos, no solo coxistir
Deseo que esta bella cuidad sea un model a seguir.

We have come very far, but we must go further.
Until all in the community, have a better future
That we can prosper together, not just coexist
I want this beautiful city to be a model to follow.

Strategy 6
Support small businesses and cultivate entrepreneurship, especially businesses owned by underrepresented groups.

Actions:
a.   Continue the Business Assistance Team.

b.   Continue development of underrepresented contractors.

c.   Continue support for business incubators.

d.   Establish a Kiva City crowdfunding program.

Entrepreneurship and small business growth drives the local economy forward. According to ReferenceUSA, there are 16,582 employers in Madison and 94% of these employers have 50 or fewer employees. Led, in large part, by the research and innovation associated with UW-Madison, Madison leads the state in business formation and patents issued.

Feedback through the Imagine Madison process highlighted the importance of support for entrepreneurship and business opportunities for people of color. Creating more successful businesses in Madison owned by people of color can propel more families into the middle class and beyond. These businesses could also attract more diverse job applicants and hire more people of color.

a. Business Assistance Team
The City recently formed a multi-agency staff team to help new businesses sort through regulatory challenges and connect with resources. It creates a single point-of-entry into City government and a staff team that includes agencies that most often interact with businesses. The team helps businesses navigate municipal licensing and regulations and connect with resources in the community, including City-sponsored programs that help finance small businesses. The team also identifies potential challenges for new businesses and establishes improvements to mitigate them.

b. Underrepresented Contractors
The City should continue to develop the pipeline of contractors that are led by, and include, women, people of color, and other underrepresented groups. Madison's consistently strong real estate market produces a high demand for contractors in the construction and building rehabilitation sectors. Yet many of the employees in the trades are at or nearing retirement age, resulting in a shortage of qualified workers. This gap offers an opportunity for underrepresented residents to obtain well-paying jobs. Woman, Minority, and Disadvantaged Business Enterprise (WMDBE) goals for projects that include federal funding create further opportunities. There are not currently enough WMDBE contractors and subcontractors to bid on this large amount of work.

Examples of City support includes start-up grants and technical assistance to create and expand these companies. This support is provided directly to these companies or through area non-profits that have particular expertise in working with these communities. The City is also assisting employees organize as a union crew to bid on projects and encouraging more worker owned union enterprises through the Co-operative Enterprise Development Program.

> "The group wants to see an emphasis on small business development. There must be support for local businesses like Farmer Markets. The economy depends a lot on the community as consumer but we must participate."
> — Resident Panel participant

c. Business Incubators
Business incubators provide low-cost space for entrepreneurs to turn ideas into businesses. The City supports non-profit organizations in their efforts to update or establish incubator facilities. These facilities are primarily located downtown and on the near east side. Madison also provides funding to organizations that provide loans to start-ups, many of which are located in a business incubator. The City should continue to support incubators alongside community partners and promote the development of these facilities throughout the city.
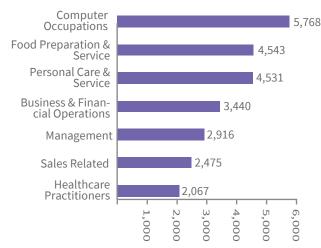
d. Kiva City
The City should continue efforts to establish Madison as a Kiva City to offer another source of start-up funding to support entrepreneurs. Through the Kiva Cities program, interest free loans are crowdfunded and specifically targeted to entrepreneurs that have been traditionally underserved by the financial system. Traditional measures of credit worthiness, such as credit history or cash flow, are not considered. Instead, loan applicants are endorsed by a neighborhood organization or individual trustee who attests to the character of the borrower.

In the City of Milwaukee's Kiva program, a successful crowdfunding campaign of $5,000 brings matching funds and technical assistance from a local non-profit organization. These resources support both the success of the business and repayment of the loan.

Top Occupations for Projected Employment Growth in Dane County (2014-2024)[18]

Occupation	Value
Computer Occupations	5,768
Food Preparation & Service	4,543
Personal Care & Service	4,531
Business & Financial Operations	3,440
Management	2,916
Sales Related	2,475
Healthcare Practitioners	2,067

Strategy 7
Support efforts for businesses and consumers to produce and buy local food, products, and services.

Actions:

a. Foster a Northside Food Innovation District.

b. Continue implementation of the Madison Public Market and MarketReady program.

c. Expand the Street Vending program.

In the 1980s, big box stores started acquiring a significant share of retail spending, sending profits to company headquarters and shareholders rather than keeping them in the local economy. The rise of Amazon and e-commerce in the 2000s continued this trend. When goods and services are bought from local businesses, however, it is estimated that every dollar spent has a multiplier effect and is returned to the local economy three times.

As the climate changes, access to food grown in other states and countries becomes less certain. Dependence on other sources of food can be reduced by producing more local food. This also provides economic benefits to growers, suppliers, distributors, and retailers in the food system. A growing food sector can also benefit residents that face barriers to employment. Many jobs in the food industry do not require college degrees but some offer opportunities for advancement.

a. Food Innovation Districts
Madison is positioned to develop strong local and regional food-related infrastructure. The City and partners should seek opportunities to cluster and incentivize the growth of aggregation, processing, and distribution facilities. The

> "Support incubators that foster an environment for small business/start-ups." — Community Meeting participant

developing Public Market will anchor a food innovation district connected to the north side, linking the FEED Kitchens (shown in the photo below), Madison College's culinary school, and the former Oscar Mayer plant site. There will be similar opportunities in south Madison, and elsewhere in the city. Having food-related businesses cluster in close proximity provides benefits from sharing ideas, talent, vendors, and infrastructure. Food innovation districts in Madison will, in turn, support growers, processors and buyers in Dane County and the region.

b. Public Market and MarketReady
The City of Madison is in the process of developing the Madison Public Market. The core mission of this project is to create a platform for diverse small businesses to reach customers for their products in a low-cost space. As part of the planning for the Public Market, the City is implementing the MarketReady program, which is a training, technical assistance, coaching, and micro-grant program focused on a cohort of 30 prospective Public Market merchants. The City should continue to focus on diverse entrepreneurship in the planning and implementation of the Public Market

project, and explore funding and implementing future cohorts of the MarketReady Program.

c. Street Vending
The City's Street Vending program adds to Madison's vitality and provides a low-cost startup business opportunity for diverse entrepreneurs. For example, City staff estimate that 75% of Madison's licensed food carts are owned and operated by immigrants or people of color. Food carts often serve as a launchpad to creating a larger business. Some vendors have added second or third carts, moved into brick-and-mortar restaurants, started catering companies, and expanded into producing value-added food products.

While being mindful of the competitiveness of this industry and monitoring potential over-saturation, the City should find ways to continue to grow and support street vending as an entrepreneurial opportunity. This includes connecting food carts with more vending opportunities throughout Madison, such as large events or employment locations, and supporting programing to help vendors connect with resources and training programs.

Strategy 8
City government should lead and encourage other employers to develop a diverse workforce best able to serve an increasingly diverse population.

Actions:
a. Continue the City's Equitable Workforce program.

b. Support community efforts to diversify Madison's workforce.

Madison is becoming more diverse. The community's workforce should reflect that diversity. From a business perspective, a diverse workforce is more in touch with the preferences of the customer base. From a community-wide perspective, Madison's economy must become more equitable for the city to remain economically competitive.

Feedback through the Imagine Madison process noted that many people move to Madison for its high quality of life, not for a specific job, and many of these residents have a college degree. It is important that career ladders also exist for residents that do not currently have a college degree.

a. Equitable Workforce
The City has implemented programs to advance hiring of women and people of color. The composition of the City's workforce, especially the higher-level positions within government, does not reflect the demographics of Madison's residents and therefore cannot fully represent all interests. The Equitable Workforce program is specific to each City agency. One of the primary activities is to identify and implement improvements to employee recruitment and hiring practices.

b. Community Efforts
The City should support community partners in their efforts to diversify Madison's workforce. One prominent example is the partnership between the Urban League of Greater Madison and the Madison Region Economic Partnership to advance diversity and inclusion amongst area employers. The two entities provide leadership by demonstrating to employers the benefits of a diverse and inclusive workforce.

Madison Police Department's Diverse Workforce

Disparities between the racial composition of police departments and communities they serve has been a national conversation. The Madison Police Department (MPD) strives to have a staff that reflects the community. About 20 percent of officers are people of color, close to Madison's overall demographics. Over 30 percent of officers are women, far exceeding the 15 percent national average.

MPD has taken several steps to increase the diversity of the police force. In 2015, the Hiring Resource Group was implemented. This group of 13 officers seeks to provide transparency and show potential applicants what a career with MPD could look like. Additionally, all officers are engaged in recruiting and small interest groups exist to serve the current officers and appeal to applicants of different backgrounds. To strengthen bonds, new officers are paired with a more experienced mentor.

Despite the successes of MPD's hiring practices, more progress can be made in recruiting Asian and Latinx officers and increasing the number of people of color who serve in the upper ranks.

More Information:
Hiring Resource Group: www.cityofmadison.com/police/jointeam/hiring

CULTURE AND CHARACTER

Goal: Madison will be a vibrant and creative city that values and builds upon its cultural and historic assets.

Goal: Madison will have a unique character and strong sense of place in its neighborhoods and the city as a whole.

INTRODUCTION

No two cities are alike, and each city's unique identity and values are reflected in both its residents and its places. This chapter focuses on some of the culture and character attributes that make Madison, Madison.

Madison is fortunate to have a unique natural setting with lakes and gently rolling topography that are sacred to Native people, foundational to early settlers, and celebrated by modern generations. The earliest permanently settled portions of the city were on the isthmus, which later became home to the State Capitol and the University of Wisconsin, and which now forms the core of much of Madison's present identity.

"Sense of place" refers to people's perceptions, attitudes and emotions about a place. It is influenced by the natural and built environments and peoples' interactions with them. Madison is a community that values its many special places, neighborhoods, and districts. They provide a wide range of opportunities for people to live, work, and play and offer something for everyone. While each of these unique places is important and should be supported, the key is what they contribute to the culture and character of the whole of the community.

Many people see Madison as a vibrant and creative city offering many opportunities for cultural and leisure time pursuits. Whether it's spending time outdoors, attending an event, eating out, visiting a museum, going to a concert or play, or something else, there is a lot to do in Madison. However, not everyone feels connected to these activities. Whatever one's perception of the city is, it is undeniable that the city is growing and becoming more diverse. As the city changes, it is essential to maintain aspects of what makes it such a great city for many and to improve and diversify its offerings for others.

An increasingly diverse population contributes new cultures and experiences to the community for residents and visitors alike. Reflecting diverse populations in the built environment and providing opportunities for leisure activities that appeal to a broad range of ages, races, ethnicities, and backgrounds helps connect people to a place and helps them know that they belong. It also brings people together as Madisonians.

As Madison continues to grow and change, one of the greatest challenges will be to balance growth with the historic and cultural resources that make Madison unique while creating new places that reflect what is important to all residents. This chapter highlights some Strategies and Actions that are important in maintaining Madison's unique culture and character and making it a welcoming place for everyone to live, work and play.

STRATEGIES

1. Create **vibrant and inviting places** through creative architecture and urban design.

2. Preserve **historic and special places** that tell the story of Madison and reflect racially and ethnically diverse cultures and histories.

3. Create **safe and affirming community spaces** that bring people together and provide social outlets for underrepresented groups.

4. Balance the concentration of **cultural and entertainment venues** between the downtown and other areas of the city.

5. Preserve **defining views** of the lakes, downtown skyline, and Capitol from publicly accessible locations.

6. Integrate **public art** throughout the city.

7. Provide opportunities to **learn about, create, collaborate, and enjoy the arts.**

What Connects People to Their Community:

- Social Offerings
- Aesthetics
- Openness

The Knight Foundation and Gallup partnered to survey over 40,000 people to understand why people love where they live and why it matters. The Soul of the Community study identified drivers of attachment to one's community. The top drivers in creating an emotional bond to community were social offerings, aesthetics, and openness. If people feel attached to the community, they are more likely to engage and help make it a better place.
www.knightfoundation.org/sotc

Strategy 1
Create vibrant and inviting places through creative architecture and urban design.

Actions:

a. Prioritize placemaking as a way to focus on who and how public spaces will be used and designed throughout the city.

b. Emphasize high quality, human-scaled design in new buildings and public spaces.

c. Use the City's development review standards and processes to ensure that redevelopment and infill projects result in interesting, high-quality buildings and spaces and harmonious design relationships with older buildings.

d. Update Urban Design Districts 1-6 and consider expanding urban design districts to redeveloping corridors.

Cities are collections of places - some grand, some informal; some old, some new; some chaotic, some contemplative. Each city's values are reflected in these places that are largely defined by their design. Depending on the success of its design, a place can create a sense of ownership and belonging, or it can create a sense of detachment and emptiness. People's positive or negative experience in a space is often influenced by the built environment.

Madison is a dynamic city that strives to offer something for everyone. Its variety and mix of land uses offer an array of choices to live, shop, work, and play providing the foundation for this diversity. As Madison continues to evolve, it must focus on creating a very high-quality urban setting with a range of vibrant and inviting places.

Urban design is the process of managing the physical and visual character of the city. The aesthetic quality of Madison's built and natural environments largely defines the city's visual distinctiveness and beauty. Each year, the city's continued growth results in significant new public and private sector investment. Such investment occurs in both newly developing areas on the city's edge and on

Jackson Street Plaza Placemaking

The Schenk Atwood Starkweather Yahara Neighborhood, working with the City, experimented with temporarily closing Jackson Street at its intersection with the Capitol City Path, where a new ice cream shop with a walk-up window had just opened. Neighbors added tables and chairs, food carts, and other activities to this natural gathering space. While the street proved to be too important to close permanently, this placemaking experiment led to several new design improvements that will solidify "Jackson Street Plaza" as a community asset.

redevelopment and infill sites in established neighborhoods. Each public and private sector development either enhances or degrades Madison's unique visual character and beauty. Madison must strive to ensure they all enhance its character.

a. Placemaking
Placemaking is a way of thinking about public spaces from a community perspective. It is a process that involves users of the space to think about its design, how it's used, and how it could be used. This approach can result in more active spaces in which community members feel ownership.

b. Human-Scaled Design
Human-scaled design means thinking about the scale, form, rhythm, texture, materials, detail, and other aspects of buildings and public spaces that make them more comfortable, approachable, and usable for all people. For example, buildings with long, blank walls can convey that one is not welcome, where simply adding more windows or doors, some architectural variety, and other details can make the same building seem much more inviting. A collection of buildings designed for how people experience them from the outside can help draw residents, visitors, customers, and employees to a neighborhood or district.

c. Design Relationships
Every infill and redevelopment site has an existing context. Designers must understand how a new building will fit into that existing environment when developing concepts for new buildings. Context-sensitive design is particularly important in neighborhoods with an established character and where redevelopment or infill is occurring in close proximity to buildings of historic or architectural value. Restoration of historic assets can be an important part of context-sensitive design (Culture and Character Strategy 2, Action c also covers this topic). The City's various plans and development review standards should be continually evaluated and updated to ensure that they remain effective tools in achieving architecturally interesting, high quality, enduring buildings.

d. Urban Design Districts
The City established the Urban Design Commission in the 1970s to ensure high quality design of civic buildings and of development along major thoroughfares. There are currently eight Urban Design Districts. The ordinances governing the earlier districts tend to be more general than the newer ones. The standards and regulations in these districts should be reviewed and updated to continue to produce the desired design results. Establishment of new districts should be considered for redeveloping corridors such as Monroe Street and Atwood Avenue.

Strategy 2
Preserve historic and special places that tell the story of Madison and reflect racially and ethnically diverse cultures and histories.

Actions:

a. Complete, adopt, and implement a Historic Preservation Plan as a framework for the future of Madison's historic preservation program.

b. Finish updating the Historic Preservation Ordinance by revising the standards for each of the local historic districts.

c. Identify ways to retain older buildings and places that contribute to the special character of an area, or are associated with diverse cultures, through the adoption of sub-area plans prior to redevelopment pressures.

d. Update the zoning code and height maps to better link the code with the City's historic preservation plan and ordinance.

Madison has long valued its historic and cultural resources—from 2,000-year-old mounds to 50-year-old post World War II buildings. Madison's history, and the places that contribute to that history, are important to preserve for residents, visitors, and future generations to experience.

Historically, Madison's preservation efforts have focused on buildings with unique architecture or places associated with people with notable historic achievements. However, this only tells part of the city's story. As the community has evolved and the population has become more diverse, the City is expanding its approach to preservation and making a deliberate effort to include the histories of all groups. Seeing one's heritage in the fabric of the city can help connect a person to the place and help them know that they belong.

Madison adopted its first Landmarks Ordinance in 1971, just five years after the passage of the National Historic Preservation Act. The City established its Landmarks Commission in 1971, and today recognizes 182 historic landmarks and five local historic districts. Madison is also home to 20 National Register Historic Districts and 119 properties listed on the National Register of Historic Places. National Register properties are eligible for Federal and/or State tax credits to finance historically appropriate rehabilitation. Madison's landmarks and the local and National Register historic districts are shown on the Historic Resources Map.

One of the greatest challenges for the City regarding historic and cultural resource preservation is balancing preservation with infill and redevelopment. Community feedback received during the Imagine Madison process indicated a general preference for accommodating more growth through infill and redevelopment over new development on the edge of the city. Madison will need to balance encouraging redevelopment and infill with protecting the qualities that made existing neighborhoods appealing to begin with. Redeveloping existing auto-oriented commercial centers and other areas identified in the Growth Priority Areas Map, Generalized Future Land Use Map, and sub-area plans will help accommodate needed growth while respecting the historic character of older neighborhoods.

The preservation of a city's historic and cultural resources can have significant economic benefits to a community. Heritage tourism is a fast growing economic sector in many cities. As visitors spend more money on trips and experiences, many are traveling to experience the history and culture of different cities. Heritage tourists often stay longer and spend more money than other tourists. This is a largely untapped opportunity for Madison and the surrounding area. Promoting Native peoples' history in the region and the Madison area's association with Frank Lloyd Wright are a couple examples of opportunities to grow and enhance tourism. Historic preservation also has many other benefits. It contributes toward establishing a sense of place that makes Madison feel unique and embodies the social aspects of the city's history that helped shape Madison.

a. Historic Preservation Plan
The City began a process of creating its first ever Historic Preservation Plan in 2017 to 'identify, celebrate, and pre-

> "The Madison area is the Ho-Chunk Nation's ancestral home, a history not often included in Madison, which usually prioritizes references to people like John Nolen and Frank Lloyd Wright." — Missy Tracy (Cap Times, March 1, 2018)

serve the places that represent our collective history.' This effort will result in a more comprehensive approach to preservation, and includes: updating the historic resources inventory, identifying culturally significant sites, exploring incentives, promoting heritage tourism, and recommending educational opportunities, among other topics.

b. Local Historic Districts
In the five decades since its inception, Madison's historic preservation effort has been primarily focused on the administration of its Historic Preservation Ordinance. In 2015 the City adopted a thorough revision of the Ordinance's provisions relating to process and procedure, and is currently updating the standards in each of the local historic districts. This is important to ensure that the ordinance achieves the community's preservation priorities and is compliant with recent state legislation.
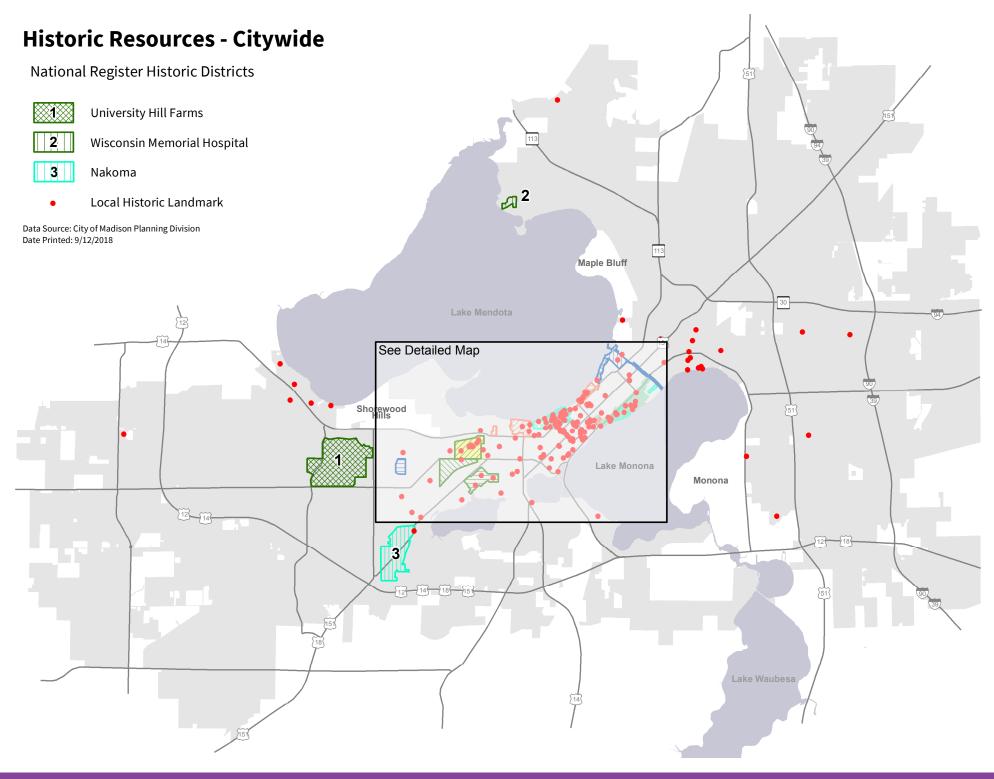
c. Retain Older Buildings
Old buildings, even if they are not formally recognized as landmarks or part of a historic district, often establish the character of a place. These buildings often have a level of design, detail, materials and craftsmanship not typically found in newer buildings. They also often represent connections between certain segments of the community to the history of a particular neighborhood. Reuse or rehabilitation of these buildings can extend their life beyond the originally intended purpose and achieve many sustainability goals, such as keeping materials out of landfills and not wasting the embodied energy contained within the existing building. In addition, older buildings are often less expensive for residential and commercial tenants than new construction. Sub-area planning efforts should identify the older buildings that should be retained and recommend the most appropriate means for doing so.
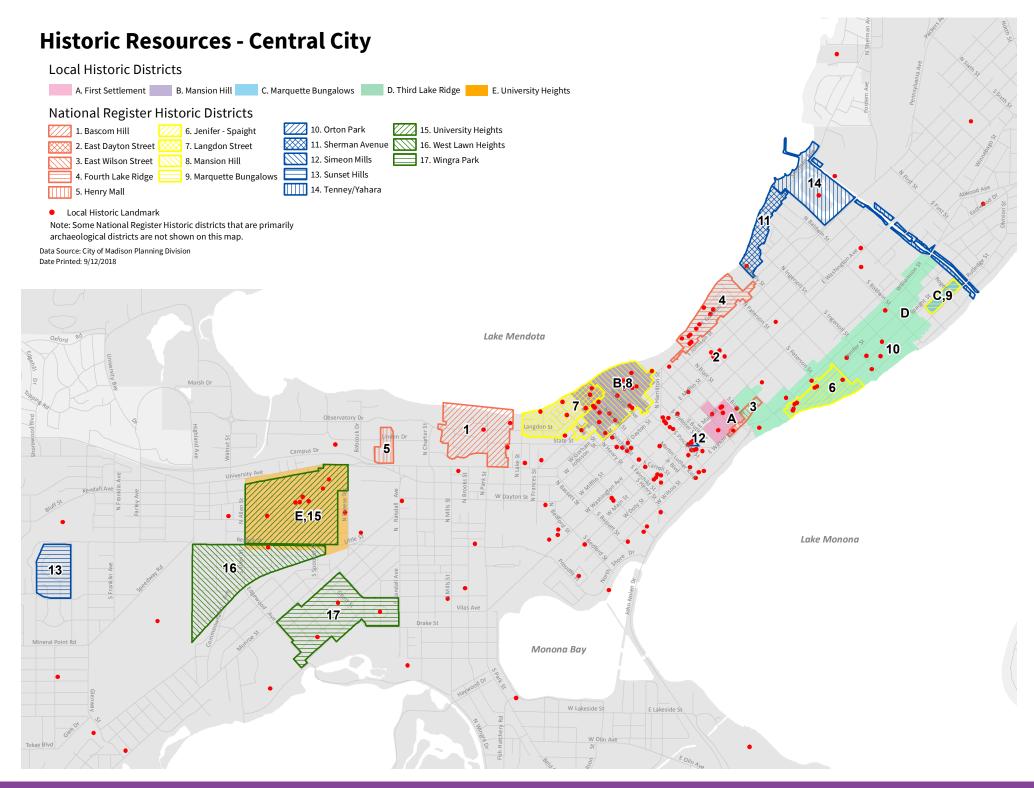
d. Zoning Code and Height Maps
The City was drafting a Historic Preservation Plan (HPP) and modifying its historic preservation ordinance as this Plan was written. Both the HPP and the ordinance have elements that relate to the City's zoning code. The zoning code should be reviewed with respect to the new HPP and the revised historic preservation ordinance and modified as needed to ensure that the provisions of the code are consistent with the HPP and the historic preservation ordinance.

Historic Resources - Citywide

National Register Historic Districts

1 University Hill Farms	
2 Wisconsin Memorial Hospital	
3 Nakoma	
● Local Historic Landmark	

Data Source: City of Madison Planning Division
Date Printed: 9/12/2018

See Detailed Map

Lake Mendota

Maple Bluff

Lake Monona

Monona

Shorewood Hills

Lake Waubesa

1

2

3

Historic Resources - Central City

Local Historic Districts

- A. First Settlement
- B. Mansion Hill
- C. Marquette Bungalows
- D. Third Lake Ridge
- E. University Heights

National Register Historic Districts

- 1. Bascom Hill
- 2. East Dayton Street
- 3. East Wilson Street
- 4. Fourth Lake Ridge
- 5. Henry Mall
- 6. Jenifer - Spaight
- 7. Langdon Street
- 8. Mansion Hill
- 9. Marquette Bungalows
- 10. Orton Park
- 11. Sherman Avenue
- 12. Simeon Mills
- 13. Sunset Hills
- 14. Tenney/Yahara
- 15. University Heights
- 16. West Lawn Heights
- 17. Wingra Park

● Local Historic Landmark

Note: Some National Register Historic districts that are primarily archaeological districts are not shown on this map.

Data Source: City of Madison Planning Division
Date Printed: 9/12/2018

Strategy 3
Create safe and affirming community spaces that bring people together and provide social outlets for underrepresented groups.

Actions:
a. Identify existing underutilized spaces, both public and private, and help facilitate their increased usage and activation.

b. Design a wide variety of new parks and public spaces in developing parts of the city for enjoyment by a broad range of users.

c. Engage artists and talent to find positive ways for the City to improve its support of concerts, events, and gatherings, including encouraging music venues for a wider range of audiences.

Opportunity for social interaction is a major factor that attracts and connects people to cities. Whether it's interacting with others they identify with or experiencing different cultures, traditions, and lifestyles, cities provide natural opportunities for people to interact, share, and learn. It is important for residents and visitors alike to feel welcome. Providing an array of quality public spaces is not a luxury, but a necessity for community wellbeing. Successful cities recognize this and make it a priority to provide an array of spaces that bring social, physical, health, and economic benefits to the larger population.

Public spaces knit a community together and come in many forms, including parks, streets, sidewalks, and just about any public space where people interact. They also often include a range of facilities, such as community centers, libraries, and schools. Vibrant, engaging places can be one of the community's most valuable assets. Poorly designed and uninviting spaces often go unused, or are misused, deaden the surrounding area, and can be a drain on City resources.

Madison has a reputation for providing a wider range of cultural, artistic, and entertainment offerings than many cities of its size. However, as Madison welcomes new residents, its cultural offerings must continue to grow and become more reflective of its population to ensure that everyone feels welcome and safe. This includes providing culturally appropriate venues for events, family gatherings, food, traditions, music, and exhibits.

a. Existing Spaces
Creating safe and affirming spaces doesn't have to mean creating new spaces. There are countless opportunities to improve on existing under used, or unused, spaces across the city. Working with the community to inventory these spaces and evaluating their potential could get residents talking to each other about creative ways these spaces could help address needs in their neighborhood. Simply ensuring these spaces are welcoming and accessible for informal gatherings is often all that is needed for them to serve as cultural hubs.

b. New Spaces
As Madison continues to grow, it is important to consider the needs of future residents in new neighborhoods on the edges of the city. These suburban areas are sometimes criticized as being dull and generic, but incorporating a variety of places that can be used by a wide range of residents should be a goal of neighborhood development plans. The City should specifically review proposals for new subdivisions and development projects to ensure they are providing and designing inclusive community spaces.

> "When members of Madison's Hmong community go to the park, they may host a gathering of 30 or 40 people, which is complicated by the fact that many parks have isolated picnic tables or grills. Something as simple as putting grills or tables closer together would make the community more willing to use Madison parks."
> — Peng Her (Cap Times, March 1, 2018)

c. City Support of Events
Madison offers many events that appeal to a wide range of residents and visitors. The City supports these events in multiple ways, and new events are continually being proposed. As with any new event or venue, it can take some time to fully understand the needs of those putting on the events as well as those attending them. In addition to event organizers, the City should engage artists and talent to discuss issues surrounding permitting, policing, transportation, and other matters so they can be addressed in a comprehensive manner. A current example of this is the City's Task Force on Equity in Music and Entertainment and their work on hip hop in Madison.

Strategy 4
Balance the concentration of cultural and entertainment venues between the downtown and other areas of the city.

Actions:
a. Continue to implement Madison's Cultural Plan and regularly update it to ensure it reflects Madison's changing population.

b. Promote cultural and music events in diverse neighborhoods where the whole community is welcome.

c. Develop a streamlined protocol to set up temporary spaces for smaller events.

Madison, like most cities, has a concentration of arts, cultural, and entertainment venues in or near the downtown. Traditionally, downtowns form the core of the community that people identify with and where they come together. It is often the most accessible part of the community and the primary destination for visitors.

It is essential that Madison continue to build an active, vibrant and healthy downtown where everyone feels welcome. However, providing access to a variety of cultural and entertainment venues close to where people live is also a necessary component of complete neighborhoods. Such venues provide opportunities for residents to come together, express themselves, and enjoy cultural experiences on a more comfortable scale as part of people's everyday lives.

Providing opportunities that reflect each neighborhood's culture and history helps to articulate, foster, and promote a neighborhood's unique character. Balancing the distribution and types of cultural and entertainment venues across the community will provide broader access to residents and artists alike.

a. Cultural Plan
Creating "cultural clusters" was a topic of Madison's first ever Cultural Plan (adopted in 2013). This plan identified several naturally occurring clusters that, in addition to the lower UW-Madison Campus/Downtown corridor, included: the Regent Street/Monroe Street corridor, the South Park Street corridor, and the Williamson Street/Atwood Avenue corridor. The plan recognized that a movement of cultural clusters and venues out from the downtown is already occurring and could continue to spread. While the Cultural Plan clearly recognized the city's changing demographics and some of the needs and opportunities associated with that change, regularly updating the Plan will ensure that opportunities are being identified and expanded to Madison's more isolated and less resourced neighborhoods. Updating the Plan should include establishing a more formalized mechanism for distributing arts funding across the city, such as the creation of arts districts.

b. Culture and Music
Concerts, festivals, and similar events can provide a reason for someone to visit a part of the city they may not be familiar with. Holding these events in neighborhoods with more diverse populations where the neighborhood is the primary audience, but where everyone is welcome, can be a great way to showcase the assets, history, and culture of the neighborhood and for people to interact. Implementing this Action may require resources from outside of the neighborhood.

c. Streamlined Protocol
Some of the most locally popular small events occur in spaces that are primarily used for other purposes or are underused. Parking lots, vacant lots, and other public, quasi-public, or private spaces can provide space for temporary events without a large investment. However, permitting and other requirements can be overwhelming to an organizer, and often events that would be great for the community don't materialize. The successes and challenges experienced with new and emerging events should be evaluated and addressed, with a streamlined protocol for approvals as the goal. Make Music Madison, for example, is a one-day music festival where artists perform at venues around the city ranging from someone's front porch or a street corner to a park or established performance venue. It offers a good model for how a streamlined protocol can lead to an ongoing popular event.

Strategy 5
Preserve defining views of the lakes, downtown skyline, and Capitol from publicly accessible locations.

Actions:

a. Adhere to the Maximum Building Heights Map and Views and Vistas Maps in the Downtown Plan.

b. Conduct a viewshed study of the lakes, downtown skyline, and Capitol from vantage points within the city and beyond its borders and implement zoning restrictions to preserve these views.

Key views of the lakes, skyline, and Capitol, from both near and far, are important contributors to the character and identity of Madison. As stated in the Downtown Plan (adopted 2012), "A city's skyline often serves as its signature – an identifiable perspective that is unique to that community. That is true for Madison, where Downtown's location on a narrow isthmus between two lakes, coupled with an iconic Capitol building on its highest point, provides many opportunities for 'postcard views' of the skyline."

Preserving the many unique and engaging views of Downtown has long been a goal of the City, and preserving views of the Capitol has long been a desire shared by both the City and the State. The view of the Capitol dome from afar is protected by a State statute and City ordinance that limit the height of buildings within a one-mile radius. In 1966, the City adopted the Capitol View Preservation Ordinance. The State enacted the Capitol View Preservation Statute in 1990. Together these laws provide a mechanism for protecting some of the most striking views of the Capitol from various parts of the Madison metro area.

a. Building Heights
A study of views and vistas in the central city was conducted during the development of the Downtown Plan. Key views to the lakes, Capitol, and other views within the Downtown were identified, and the Plan then recommended measures to ensure that the most important views remained. Many of those measures were subsequently incorporated into the Zoning Code in the form of maximum building heights and building setback and stepback requirements for new development.

b. Viewshed Study
There are many important views of the lakes, skyline, and Capitol from outside of the downtown area. Some of these are iconic long views, mostly of the Capitol, from vantage points that are near the edge of or even beyond the City limits. Some of these views are shorter, more intimate views of the lake that reinforce people's connection to nature and the city, but all of these views are important. Once they are lost, they are impossible to recover. A comprehensive views and vistas analysis will identify these long and short views, prioritize their importance, and explore ways for them to be preserved for current residents and future generations to enjoy, in balance with redevelopment goals.
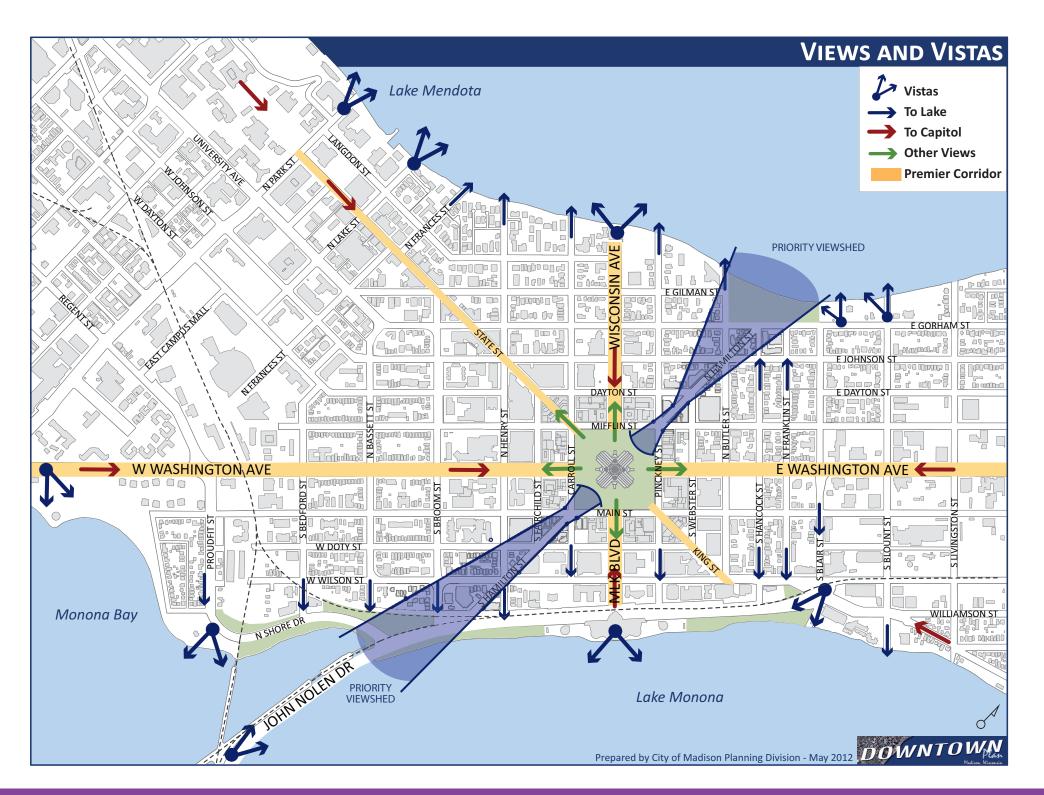
The Views and Vistas Map from the Downtown Plan on the following page provides an example of a similar study done within the downtown during the development of that plan. That map helped inform the maximum building height recommendations in the Downtown Plan that were later codified in the Zoning Ordinance.

> "No other city of the world, so far as I know, has such a unique situation on a series of lakes with an opportunity for so much and such direct relationship to beautiful water frontages. The physical situation is distinctly individual."
> — John Nolen

Legend:
- Vistas
- To Lake
- To Capitol
- Other Views
- Premier Corridor

Lake Mendota

UNIVERSITY AVE

W JOHNSON ST

W DAYTON ST

N PARK ST

LANGDON ST

N LAKE ST

N FRANCES ST

REGENT ST

EAST CAMPUS MALL

N FRANCES ST

STATE ST

N BASSETT ST

N HENRY ST

S BROOM ST

S FAIRCHILD ST

CARROLL ST

WISCONSIN AVE

E GILMAN ST

PRIORITY VIEWSHED

N HAMILTON ST

E JOHNSON ST

E DAYTON ST

E GORHAM ST

N BUTLER ST

N FRANKLIN ST

DAYTON ST

MIFFLIN ST

PINCKNEY ST

S WEBSTER ST

S HANCOCK ST

S BLAIR ST

S BLOUNT ST

S LIVINGSTON ST

W WASHINGTON AVE

E WASHINGTON AVE

PROUDFIT ST

S BEDFORD ST

W DOTY ST

W WILSON ST

S HAMILTON ST

MAIN ST

MLK BLVD

KING ST

Monona Bay

N SHORE DR

JOHN NOLEN DR

PRIORITY VIEWSHED

WILLIAMSON ST

Lake Monona

Strategy 6
Integrate public art throughout the city.

Actions:

a. Continue to implement recommendations in the Public Art Framework and schedule a comprehensive revision of that plan to ensure it represents all segments of the community.

b. Emphasize the equitable geographic distribution of City investment in public art.

c. Incorporate art and the work of artists that reflects Madison's cultural diversity and heritage at City facilities.

d. Work with community partners to integrate art into their buildings and spaces.

It has been proven that a rich and vibrant arts atmosphere positively affects a community's overall quality of life. A thriving arts community can play a significant part in a city's sense of place. In general, art makes cities more fun, interesting, and engaging places.

Public art can be meaningful on a variety of scales. It can serve as a permanent icon in the city and a place that visitors come to see. It can also be more localized or temporary in nature and reflect certain qualities of a neighborhood or place where residents gather. Regardless of the scale or time period, one of the most important aspects of public art is that it can connect people to their community as it is integrated into the public realm and into people's daily experiences.

Public art is much more than art for the sake of art. It can serve as a component for furthering a variety of citywide goals. For example, public art should be a component of the city's economic development strategy because it supports economic development initiatives, such as tourism. Additionally, incorporating public art into the plans for a park can make the space more interesting, inviting, and reflective of the neighborhood's sense of place.

a. Public Art Framework
Madison has a strong tradition of making a variety of public art available to all members of the community. In 2002, the City adopted the Public Art Framework to provide a roadmap for incorporating art into the cityscape. Much of the City's current public art program is rooted in that document, but the Framework should be revised and expanded to ensure that it is keeping up with the changing community. It should also consider methods and funding sources for conserving the City's public art collection.

b. City Investment
Madison adopted a Percent for Art Ordinance in 2017. The ordinance requires one percent of the City's share of capital projects of $5 million or more go towards public art. However, that does not mean that those are the only public projects that should be considered for inclusion of art. Many City construction projects have price tags that are far less but can benefit just as much from incorporating art into their design. The City also invests in public art through its Municipal Art Fund and annual Arts Grants Program. All of these programs should be evaluated to ensure funding is being equitably distributed across the city.

c. Art at City Facilities
The challenge of providing varied and appropriate opportunities for all residents to experience the arts continues as the city's population increases and becomes more diverse. The City owns a wide range of facilities across the community. Each of these facilities presents unique opportunities to incorporate both historical and contemporary references that will help connect people to the community. City facilities, such as the planned Madison Public Market, provide ongoing opportunities to incorporate art that reflects this diversity and the work of local artists of different cultures and backgrounds.

d. Community Partners' Buildings
Public art is an endeavor for the benefit of all sectors of the community. As such, partners from all sectors (private, public, and not-for-profit) should work together to provide public art throughout the community by incorporating it in the exterior of buildings, on building sites, and within publicly-accessible interior spaces.

Strategy 7
Provide opportunities to learn about, create, collaborate, and enjoy the arts.

Actions:

a. Promote and support a diverse array of local artists to increase their ability to flourish as creative professionals.

b. Support the efforts of community partners to identify and implement art and creative activities that are open and accessible to the public.

c. Work with educational institutions and community organizations to provide culturally relevant arts education for all groups and age ranges.

d. Utilize artists in planning and other City processes to highlight the value of art as a cross-cultural communication tool.

Madison is home to many talented and gifted visual artists, poets, musicians, actors, filmmakers, DJs, authors, singers, dancers, and other artists. The City has worked hard for decades to nurture and harness that creative energy for the benefit of artists and consumers alike. The Between the Waves Conference and Festival, founded in 2017, brings together musicians, educators, and music industry leaders for an immersive experience built on inspiration, instruction, networking, and support. This unique conference is one example of innovative support for the arts in Madison. The City understands that art, in all of its forms, positively contributes to the health and well-being of individuals, groups, and the entire community.

In general, Madisonians value smaller-scale, local artists who are connected to the community and/or their neighborhood. The Madison Arts Commission provides grants to support these localized events and artists. Madison also welcomes regional, national, and international artists as they often provide a different perspective and vision. They can also bring new attention to, and discussion around, the greater value of art to the community.

Like most communities, Madison's art scene has evolved from more "traditional" mediums to a broader array of works. As would be expected, this evolution has not been without controversy because art often evokes deep emotion and community dialogue. What interests youth in terms of art is not necessarily what interests older generations. There is an ongoing need to revise school curriculum and other programming and offerings throughout the community to educate youth so that they see art as a way of self-expression and connection to the community in which they live. This is especially evident in many underrepresented communities. The more education and awareness there is about arts offerings and opportunities in a community, the more likely people are to engage with it. As public school budgets are tightening across the country, arts and music classes are often among the first programs to be reduced or eliminated. It is important for the community to work together to fill this gap in new and creative ways.

a. Promote Local Artists
As the population of the city continues to become more diverse when it comes to race, ethnicity, age, and economics, so should its artists. Providing opportunities for artists to create, collaborate, and flourish will be important to realize the arts benefits to the community. Hiring racially and ethnically diverse artists for new art funded through the Percent for Art Ordinance is one opportunity. Emerging artists, particularly young artists, often need additional support to become established. Many recognized artists are willing to mentor them in their craft, and the City and community should support that relationship.

b. Arts and Creative Activities
Art and creative activities provide opportunities for self-expression, connection, and learning about others. Providing a variety of formal and informal opportunities for these activities can help connect residents. The City should support the efforts of arts organizations, neighborhood and business organizations, and others in providing these opportunities equitably throughout the city.

c. Art Education
Arts education and programming is a community endeavor. Many people consider art education as a primary and secondary school issue. Arts education and

appreciation is a lifelong learning pursuit, and the need to support that is an ongoing challenge for cities, schools, arts organizations, and others. The City should partner with the school district, community centers, the library, and other institutions where children spend time to incorporate art education and creation, especially in underserved communities. Any Given Child Madison illustrates how impactful such a collaboration can be. This program brings together many community partners seeking to provide equity and access to arts education for all students. Additionally, all libraries host programs featuring poets, musicians, artists, and writers.

d. Artists in City Processes
Because of the ability of the arts to bring people together, and in many cases transcend culture, race, language, age, and other barriers, art can serve as an effective communication and public engagement tool. Using artists, including social practice artists, in certain City planning and other efforts can engage people in a civic dialog about important community issues in new ways.

GREEN AND RESILIENT

Goal: Madison will be a leader in stewardship of our land, air, and water resources.

Goal: Madison will have a model park and open space system that preserves our significant natural features and offers spaces for recreation and bringing residents together.

INTRODUCTION

Society exists within an environment that must be respected and preserved for future generations. While the visual character of cities is established predominantly by the built environment, the preservation of important natural features and systems is critical to maintaining a healthy environment and ecological balance.

Madison has a long-standing commitment to protecting the natural environment (see the Sustainability Plan for recent detailed recommendations), but the City must continue to lead. Stormwater runoff from both urban and rural sources pollutes local lakes and streams. Business and resident reliance on nonrenewable energy contributes to global climate change and negatively affects community health. Due to invasive species such as the emerald ash borer and garlic mustard, biodiversity is threatened. Waste that cannot decompose and does not get recycled pollutes land and water. In addition, environmental degradation disproportionately affects communities of color and other underrepresented communities that have fewer resources.

The Strategies and Actions in this chapter will help to ensure Madisonians experience the benefits of a livable and healthy environment as the city continues to grow and change.
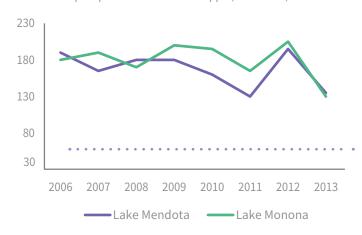
STRATEGIES

1. Protect Madison's water supply and infrastructure to provide **safe, clean drinking water.**

2. Improve **lake and stream water quality.**

3. Increase the use and accessibility of **energy efficiency** upgrades and **renewable energy**.

4. Acquire **parkland** and upgrade **park facilities** to accommodate more diverse activities and gatherings.

5. Improve and preserve **urban biodiversity** through an interconnected greenway and habitat system.

6. Develop a healthy and diverse **urban tree canopy**.

7. Improve public **access to the lakes**.

8. Reduce **landfilled waste.**

9. Support **sustainable farming and gardening** practices that protect the ecosystem and public health.

DATA SNAPSHOT

Lake Water Quality[19]
Phosphorus Levels (ppb) *Algae blooms can occur in environments with phosphorus levels above 50 ppb (dotted line)

Lake Mendota — Lake Monona

Beach Closures per Year[21]

Lake Mendota — Lake Monona
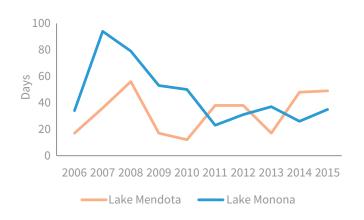
Solid Waste Diversion Rate[20]

73% 2011

2015 60.8%

Solid waste diversion rate is the percentage of waste that is recycled or composted. The rate has declined in recent years.

Access to Parks[22]
Approximately **93%** of residential neighborhoods are within a quarter to half mile of a mini or neighborhood park.

97% of residential neighborhoods are within the 2 mile service areas of community parks.

Total Citywide Greenhouse Gas Emissions[23]
(tons CO_2 equivalent)

2014 4.6 million

3.9 million 2010

Strategy 1
Protect Madison's water supply and infrastructure to provide safe, clean drinking water.

Actions:

a. Continue the accelerated water main replacement program and infrastructure renewal program.

b. Expand education programs related to appropriate salt application.

c. Pursue updates to the building code to expand use of rainwater harvesting and use of graywater for water conservation.

d. Continue to partner with Project Home to help homeowners make water conservation upgrades.

Access to water is easy to take for granted. Water is always there when the faucet is turned on to get a drink or wash dishes. Madison is also fortunate to have an abundant water supply. It is the community's duty to protect and preserve this critical resource for future generations.

In addition to preservation, Madison must ensure safe access to water. Everything put on the ground has the potential to eventually end up in Madison's drinking water. The Public Water Supply Map shows the locations of wells and reservoirs and identifies areas where groundwater contributes to the well water supply. These are areas where contaminants have the greatest potential to end up in the drinking water supply. The wellhead protection program limits land uses that have the potential to contaminate groundwater, such as gas stations and heavy industrial uses. The Actions below are important steps the City must take to protect the drinking water supply and infrastructure.

a. Infrastructure Renewal and Replacement

A hidden network of pipes, wells, and pump stations ensure clean and safe water is provided to residents and businesses across the city. Some of the pipes used to provide water date back to the 1880s. Most of the water main pipes installed between 1930 and 1960 are deteriorating because of the pipe materials used and need to be replaced. In fact, over 300 miles of water main pipes must be replaced. Madison Water Utility will replace about 10 miles of water main each year to ensure protection of Madison's water infrastructure.

b. Salt Application

Paved areas are often treated with salt during the winter to maintain safe travel conditions. Unfortunately, salt is often applied too liberally, and is contaminating local lakes and the underground aquifer, causing environmental concerns and long-term concerns about the quality and taste of drinking water. The City should address the issue by reducing salt application through the creation of education programs and training materials with standards for application. These resources should be made available in several languages to improve accessibility.

The City recently worked with public and private salt applicators to develop the Winter Salt Certification Program. The program teaches individuals and private organizations best practices in salt application. The City should coordinate with large entities that manage substantial grounds, such as UW-Madison and Madison Metropolitan School District, to facilitate participation in the program.

c. Water Conservation
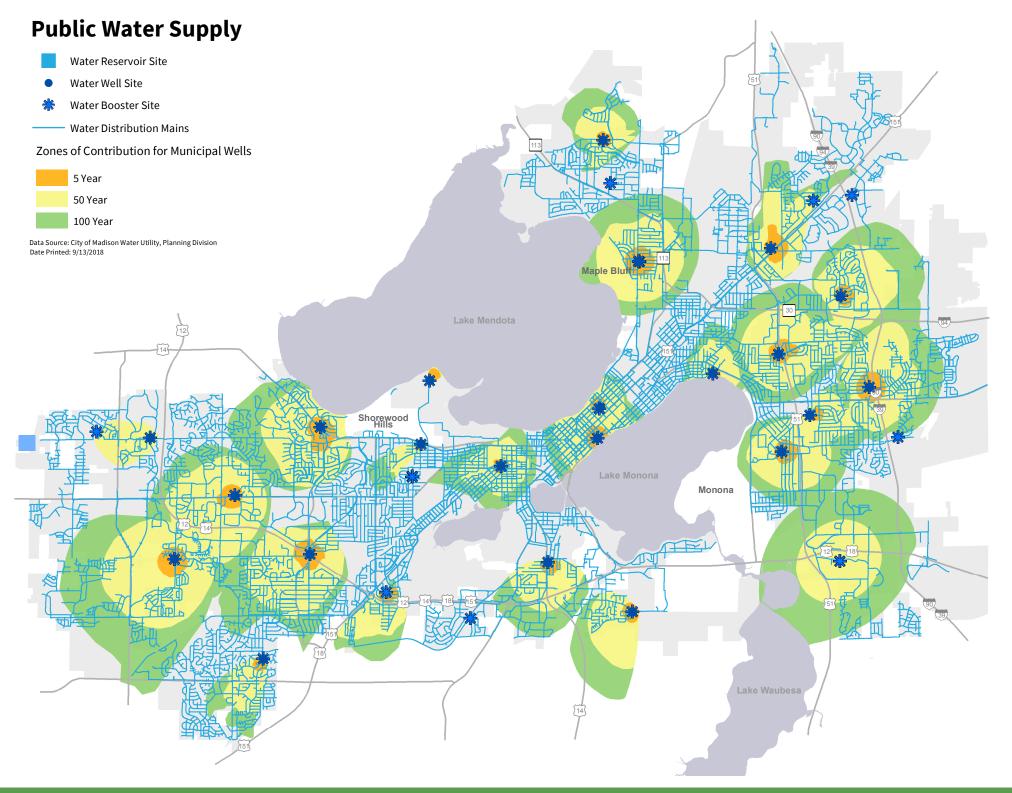
Water conservation is another vital piece of the puzzle when it comes to sustainability. The city's water supply must be protected for future generations. There are plenty of simple water conservation methods like shortening showers, watering lawns less, and using more efficient fixtures. These methods are important, but are reaching a point of diminishing returns. Reusing water is another effective method.

Graywater is the relatively clean wastewater gathered from household uses including sinks, bathtubs, and washing machines (but not wastewater from toilets). The City should pursue updates to the building code to allow expanded use of graywater, which could result in increased water conservation and rainwater harvesting.

d. Project Home

The Water Utility has partnered with Project Home to help low-to-moderate income homeowners reduce water waste, increase efficiency, and save money on their water bills. The program is the first of its kind in Wisconsin. The Home Water Conservation Program focuses on installing high-efficiency toilets, fixing plumbing leaks, and installing water saving devices. Installing just one high efficiency toilet can save 4,000 - 10,000 gallons of water every year and drastically reduce the amount of money and energy needed to pump and distribute water. This important partnership increases accessibility to these water-conserving upgrades for more residents.

Public Water Supply

- ▪ Water Reservoir Site
- ● Water Well Site
- ✳ Water Booster Site
- —— Water Distribution Mains

Zones of Contribution for Municipal Wells

- ▪ 5 Year
- ▪ 50 Year
- ▪ 100 Year

Data Source: City of Madison Water Utility, Planning Division
Date Printed: 9/13/2018

Lake Mendota

Maple Bluff

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Strategy 2
Improve lake and stream water quality.

Actions:

a. Partner with other entities to keep phosphorus and other pollutants out of the lakes.

b. Increase frequency and efficiency of leaf collection and street sweeping to reduce phosphorus runoff.

c. Further incentivize rain gardens and other types of green infrastructure.

d. Continue adaptive stormwater management and erosion control to prepare for more intense rain events.

Many beautiful lakes and streams surround and define Madison, but they are subject to frequent algae blooms and pollutant runoff from streets, yards, and farms. Blue-green algae blooms, caused by excess phosphorous levels and warm water temperatures, decrease water quality, harm aquatic life, and can cause illness. Regardless of state and federal requirements, the City is committed to reducing phosphorus and improving regional river and lake water quality.

a. Partnerships

Improving lake and stream water quality is not an endeavor the City can take on alone. The City should partner with other entities such as the County, UW-Madison, Madison Metropolitan Sewer District, and nonprofits. Water quality is not only an urban issue, but rural as well. Much of the phosphorus runoff is from agricultural uses in the region. Strong partnerships with farmers to amend agricultural practices have diverted phosphorus from the lakes. The City should also work with other entities to remove "legacy phosphorus" that has accumulated in river and lake sediment.

b. Leaf Collection

Leaves are a major threat to surface water quality in Madison. Leaves, like all living things, contain phosphorus. Leaves that fall or are swept into the streets are picked up by stormwater and carry phosphorus directly to lakes and streams. The overabundance of phosphorus supports the growth of algae, which harms fish and other native aquatic organisms. The City should increase the frequency and efficiency of leaf collection and street sweeping to reduce the amount of phosphorus runoff into local waterways.

c. Green Infrastructure

Rain gardens and other types of green infrastructure result in infiltration of water into the ground, thus reducing the amount of contaminants that enter lakes and rivers. The City should further incentivize use of green infrastructure by updating ordinances to create greater financial incentives for installation, especially for property owners. Additionally, the City should consider creating a grant program to encourage property owners to install rain gardens and other green infrastructure on private property. These actions and others will help capture and infiltrate runoff closer to the source and improve surface water quality.

d. Stormwater Management and Erosion Control

Climate change has increased the frequency of intense rain storms. The resulting runoff causes localized flooding, increased pollutant transport, and erosion. The City should continue to implement mitigation techniques for this issue including emergency planning, increasing the capacity of the storm sewer system when rebuilding streets, and upgrading greenways to handle the increased flows. The increased frequency of larger storm events also impacts the erosion control efforts at building and street construction sites. Proper erosion control installation and maintenance and working with contractors and engineers to improve the overall level of erosion control is critical in reducing the risk of sediment and phosphorus transport from construction sites.

> "I am a rower and I have noticed Lake Monona looked better this year. The algae bloom is a problem on our beautiful lakes. All connected to what is upstream too." — online participant

What is Green Infrastructure?

Green infrastructure projects are a resilient approach for management of stormwater and other wet weather impacts. While traditional drainage systems tend to convey runoff to centralized locations, green infrastructure manages stormwater at its source by filtering stormwater through soil before it flows into larger bodies of water. Examples of green infrastructure include native plantings, green roofs, permeable paved surfaces, and rain gardens.

Rain gardens are one type of green infrastructure that has been implemented in Madison. Through a collaboration between the Friends of Lake Wingra, local homeowners, and City Engineering, over 3,300 plants were installed in seven rain gardens on Adams Street.

For more information, visit:
www.epa.gov/green-infrastructure

Strategy 3
Increase the use and accessibility of energy efficiency upgrades and renewable energy.

Actions:
a.   Implement the Energy Plan to reach the goal of 100% renewable and zero-net carbon emissions.

b.   Promote various financing tools to fund energy efficiency upgrades and renewable energy.

c.   Partner with electrical utilities to increase renewable energy and provide education on the cost savings.

d.   Support infrastructure to expand the use of electric vehicles and other eco-friendly fuel sources.

The City recently adopted a community wide goal to transition to 100% renewable energy and net-zero carbon emissions. There has been a lot of change and technological advancement in the area of renewable energy in recent years. Solar and wind energy is competing with non-renewable sources such as coal and natural gas. The City, utilities, and the community must continue to evaluate and address climate change impacts by reducing greenhouse gas emissions through the expanded use of renewable energy and promotion of energy efficiency measures.

Madison Gas & Electric (MGE), which provides electric power to most Madison customers, sources 12% of its electricity from renewable resources and purchases 19% of its electricity, some of which may be renewable. Alliant Energy (Wisconsin Power & Light), which serves portions of the city, obtains 15% of its electricity from renewable sources plus 5% from nuclear power. The City of Madison is already advancing renewable energy through partnerships with electrical utilities, installing solar energy systems on City buildings through the Green Madison program, and encouraging businesses and residents to install solar through MadiSUN. Regarding energy efficiency, all new City government buildings are LEED certified. For other City facilities, the City provides funding to add insulation, upgrade lighting and HVAC systems, and trains building management staff on strategies to reduce energy use.

a. Implement the Energy Plan
A key part of moving toward cleaner energy will be identifying projects in public and private buildings to reduce fossil-fuel based energy consumption and expand use of renewable energy sources. The City should continue to prioritize installation of renewable energy systems, such as solar, wind, and geothermal, on City facilities. In addition, the City's detailed sub-area plans should identify opportunities for shared solar installations.

b. Financing Tools
The City should promote programs that finance the cost of energy efficiency upgrades and renewables. Property Assessed Clean Energy (PACE) financing, sourced through and open lending market, can cover the full cost of energy efficiency upgrades and renewables over a long repayment period. Energy savings can offset the repayment cost. Like property taxes, PACE financing may be transferred to the next property owner if the property is sold. Examples of energy efficiency upgrades that can be financed through PACE include lighting, heating and cooling, insulation, and solar panels. Shared Savings through Madison Gas and Electric and Focus on Energy are other programs which help residents and businesses reduce energy usage. Additionally, the City offers rebates to both residents and businesses for solar installations.

c. Increase Renewables and Provide Education
Working with electrical utilities to increase renewable energy sources is one method the City should pursue to decrease reliance on fossil fuels. Another way to increase the use and accessibility of sustainable energy practices is through awareness. The City should partner with electrical utilities to create an education program about the cost savings and environmental benefits associated with switching to renewable energy sources. This program should provide materials in several languages and be promoted to community based organizations that directly work with under-represented groups.

d. Eco-Friendly Vehicle Infrastructure
Transportation is a major contributor to greenhouse gas emissions. In addition to providing alternative forms of transportation for the public, the City should plan for and support infrastructure to expand the use of electric vehicles and other eco-friendly fuel sources including biogas, natural gas, and plug-in hybrids. This vital infrastructure will support not only privately owned vehicles, but also the transition of the City's fleet to electric vehicles and biogas. Madison is in the implementation stage of converting the City's fleet to cleaner energy sources by bringing electric cars and buses into the fleet.

> "Make green energy more accessible to low-income families. Programs to help with solar panels, LED lights, low-flow toilets, etc. don't make it to the Hmong community."
> — Resident Panel participant

Strategy 4
Acquire parkland and upgrade park facilities to accommodate more diverse activities and gatherings.

Actions:

a. Incorporate preferences specific to different cultures, age groups, and abilities in parks and open spaces.

b. Pursue acquisition of parkland in areas planned for or which have had significant redevelopment.

c. Increase connectivity between parks and open spaces through greenways and trails.

City of Madison parks play a vital role in the well-being of the community. They improve the health and wellness of residents and contribute to the economic and environmental well-being of the community and region. The City of Madison Parks Division owns over 270 parks totaling over 5,600 acres of parkland.

a. Preferences
Designing parks to accommodate the needs of a wide spectrum of users is of the utmost importance if a parks system is to be equitable. Individuals of different backgrounds have distinct preferences and patterns when it comes to park usage. For example, through Imagine Madison, Hmong residents noted the absence of tuj lub courts in Madison's parks. Tuj lub is a traditional Hmong game that combines elements of baseball, golf, and bocce ball. City parks can be more inclusive by providing more diverse amenities.

Feedback from Resident Panels also highlighted a preference for more picnic tables and grills clustered in one area so that park spaces can accommodate large family gatherings. More unprogrammed spaces in parks for activities like pickup soccer games were also cited as a need.

Methods to address changing park needs should focus on maintaining flexible spaces within parks and working directly with residents and community groups to identify park preferences specific to different cultures, ages, and abilities.

b. Acquisition of Parkland
Madison continues to become more densely populated, especially as redevelopment in the interior parts of the city continues. The City should pursue parkland acquisition to serve new residents in areas where there has been, or areas that are expected to have, new housing development. With this in mind, the City may need to rely more heavily on acquisition and development of existing developed sites for parkland as opposed to existing underdeveloped agriculture land. One example of an area like this is around Westgate and West Towne malls, where parks will be needed to serve longer-term mixed-use redevelopment with a significant amount of housing.

c. Connectivity Between Parks
Access to nature has been shown to improve emotional and mental wellbeing.[24] Improving access to parks must also include a component related to the accessibility of an interconnected park system. In locations where acquiring parkland is not feasible, the City should increase connectivity between parks through greenways and trails.

Park and Open Space Plan

The City's Park and Open Space Plan is updated every five years to stay current with changing recreational trends, demographics, park needs, and to reflect the planning efforts of related City and County agencies. The Plan makes detailed recommendations to guide the future of the park system.

The 2018-2022 Park and Open Space Plan was developed at the same time as this Comprehensive Plan. Engaging the public was a key part of this planning process. Parks related feedback during the Imagine Madison process helped to guide the Park and Open Space Plan update, creating cohesion between the recommendations of each Plan.

Strategy 5
Improve and preserve urban biodiversity through an interconnected greenway and habitat system.

Actions:

a. Enhance the capability of greenways and open spaces to support natural habitats.

b. Integrate vegetation into the built environment, such as terrace plantings, living walls, and green roofs.

Many species of wildlife can coexist successfully within and on the fringes of cities if community plans recognize and maintain the necessary habitats and conditions. It is also important to reduce conflict between the built environment and the natural environment. For example, birds can collide with glass clad buildings. As the city becomes more developed, preservation of urban biodiversity is not only essential for protecting wildlife and the natural environment, but it also adds richness to urban life.
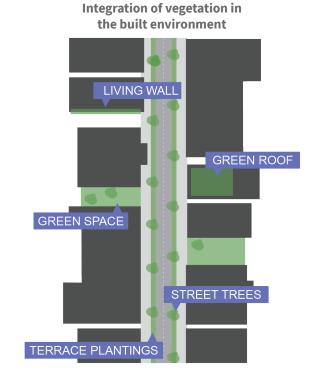
a. Improve Greenways to Support Habitats

Linking parks and open spaces is not only valuable for humans. An interconnected greenway system also allows wildlife to move among habitats. Improving biodiversity supports wildlife, such as pollinators and birds, in many ways. Greenways that do not have a current or planned multi-use path should be kept as "natural" as possible. In addition, it is essential that the City continues to analyze greenways and open spaces to determine changes to enhance them. Some of the primary methods for enhancement include bank stabilization, phytoremediation, minimizing compaction of soil, and reducing invasive species.

b. Integrate Vegetation

There are ways the City and the community can improve the built environment to enhance urban biodiversity. The City should seek opportunities for greenspace in intensively developed areas and encourage trees and native plantings in terraces and along transportation corridors, which are often dominated by pavement. Urban life is significantly enhanced with the addition of shade-providing trees and water filtering vegetation.

Nature is not only in parks and open spaces, it is everywhere. Even just the street trees and plantings between buildings support biodiversity and act as a nearby nature access point for residents. Madison should support integration of vegetation into the built environment. Methods such as living walls, vines, green roofs, and urban agriculture should be integrated wherever possible to support biodiversity and increase equitable access to the myriad positive health benefits associated with contact with nature.

Integration of vegetation in the built environment

LIVING WALL

GREEN ROOF

GREEN SPACE

STREET TREES

TERRACE PLANTINGS

Strategy 6
Develop a healthy and diverse urban tree canopy.

Actions:

a. Continue to prioritize tree species diversity to create a resilient tree canopy.

b. Work across agencies to increase the tree canopy.

c. Review and update City policies, practices, programs, and operations that impact the urban tree canopy.

Trees are a fundamental component of the urban landscape. Urban trees provide many economic, environmental, health, and aesthetic benefits to communities. Trees remove air pollutants, reduce cooling costs, capture storm water, increase property values, absorb noise, and much more. Larger sized trees increase the benefits of trees almost exponentially.

The City government has limited control over the tree canopy because most of the trees in Madison are located on private property. For this reason, education and partnerships will both play a vital role in maintaining a healthy and diverse urban tree canopy.

a. Tree Species Diversity
Disease, insects, wildlife, and weather pose constant threats to trees. Dutch Elm Disease in the 1960s and 1970s eliminated thousands of American Elm trees across the city. In more recent years, the emerald ash borer beetle (EAB) has threatened Madison's tree canopy. The larvae of this invasive species feeds on the inner bark of ash trees, damaging or killing them. Prior to the discovery of EAB in the City in 2013, ash street trees made up about 21% of the street tree population. The City should prioritize tree species diversity so that the tree canopy is resilient in the face of future threats such as this one. In addition to species diversity, other factors, such as native tree species and species that are beneficial to pollinators should be considered.

b. Work Across Agencies
Redevelopment and Public Works projects demonstrate the competition for space, amenities, and provision of City services. Street trees need to compete for space in the public terrace with lighting, fire safety access, underground parking, bicycle parking, utilities (such as high voltage overhead wires), and more. Appropriate tree species must be chosen and placed strategically in the terrace to avoid both underground and above ground infrastructure conflicts and to allow for sufficient fire safety access. These factors not only limit the placement of public and private trees, but can also minimize the amount of soil volume for trees to grow in, negatively impacting their long-term success. As development and redevelopment continues, City departments must work together internally and with utility companies and developers to increase the tree canopy.

c. Update City Policies
Reviewing and updating City policies, practices, programs, and operations will be a key step in maintaining a healthy tree canopy. The City and partners should work to review the zoning code, procedures for treatment against invasive species, and policies for undergrounding utilities. For ex-

Madison Canopy Project

The Urban Tree Alliance, a Madison nonprofit, works to preserve and grow the urban forest canopy.

With the Madison Canopy Project, a program started in 2014, the Urban Tree Alliance carries out its mission and provides trees to residents in Madison and Fitchburg neighborhoods. Neighborhoods are selected based on the amount of cover currently provided by their tree canopy. Projects such as this that encourage landowner collaboration to improve the tree canopy are proving to be effective.

This project is funded in part by an urban forestry grant from the State of Wisconsin Department of Natural Resources Forestry Program.

For more information visit: www.urbantreealliance.org

The Urban Forestry Taskforce

The Urban Forestry Taskforce was created in early 2018 to complete several tasks and provide recommendations to the Mayor and Common Council, including:

- Review available research and best practices on promoting a vibrant, healthy, and sustainable urban forest.
- Review City policies, practices, programs, and operations that impact the urban forest.
- Solicit input from local stakeholders with additional information on the issue as needed.
- Develop recommendations to the Mayor, Common Council, Committees or Commissions, and/or City agencies on the establishment of a Canopy Coverage Goal and action plan for the city covering both public and private trees.
- Develop recommendations to the Mayor, Common Council, Committees or Commissions, and/or City agencies to preserve and expand urban forest resources through a well-planned and systematic approach to tree management.

ample, undergrounding overhead utilities is quite costly and will likely require financial participation from property owners. The City should review the standards for spacing of terrace tree plantings and the proximity of trees to intersections. Additionally, the City should determine how an undergrounding program could be equitably applied throughout the City and not just include neighborhoods with the greatest ability to cover cost.

The Poet Tree
Poem by Madison resident Pippa Schroeder

I am smooth and ancient.
I grow from the past and to the future.
I see families in the future taking their rocket ships out for a ride.
And I see families in the past, leaving on horse-drawn carriages.

And all the stories told by cave people and science fiction engineers,
End up in one place where they slowly grow,
To places never, ever seen before,
In a garden of peace and happiness, it stays.
Our poet tree still remains.

Strategy 7
Improve public access to the lakes.

Actions:

a. Expand protected shoreline through the purchase of property or easements.

b. Provide additional connections to and along the lakes.

c. Prioritize water quality improvements at public beaches.

Madison is situated among the five lakes of the Yahara system of lakes. These lakes provide countless benefits to residents of Madison. They are not only a natural asset, but also a source of recreation. The City and region must take measures to protect the lakes and maintain and improve access to the lakes.

a. Protected Shoreline
Access to the lakes can be improved through physical measures, such as maximizing the amount of protected shoreline. The City should map out the highest priority lakeside properties and then purchase or obtain public access easements when these properties become available.

b. Additional Connections
Paths should be added along the lakes to enhance ease of access. A great deal of feedback from the community mentioned needing improved connections to the lakes from downtown, often calling out improvements to Law Park. Because downtown is so well served by transit, access to the lakes can be significantly increased with additional and enhanced downtown connections to and along the lakes. An initial step has already been taken to begin addressing this Action when the City Council included funds for a Law Park planning process in the 2018 budget.

c. Beach Water Quality
Physical access to the lakes is one component of accessibility, but beach water quality is another important factor. Part of access is being able to actually swim and play at Madison's 12 beaches. In 2015, on Lake Monona alone, there were 35 beach closures due to water quality issues. The main factors impacting beach water quality include algal blooms caused by high phosphorus levels and heavy rain events, which can carry fecal matter from animals and lead to closures due to E. coli.

Along with many other methods to improve lake water quality, the City and partners should investigate installing more "beach exclosures," which use a floating plastic barrier to isolate water in the swimming area from the rest of the lake. The water is pumped into a small filtration facility and returned back to the swimming area once it has been treated. The results have been promising since the City installed a similar system at Brittingham Beach in 2011. While this method should not be the only solution to lake water cleanup, it is an important step to ensuring beaches are accessible for swimming.

> "Even though much of our lakes' water quality issues stem from intense agriculture production around us, the City should work to reduce runoff."
> — online participant

Strategy 8
Reduce landfilled waste.

Actions:

a. Establish a new westside full-service drop-off site for recyclables, hazardous materials, and yard waste.

b. Establish a citywide food scrap recycling program.

c. Create multi-lingual educational information about recycling and composting.

Even though city residents and businesses recycled or composted over 60% of waste in 2015, 50,000 tons of material was still sent to the Dane County Landfill. As the Solid Waste Diversion Rate figure shows (as noted on page 87), in recent years Madison's solid waste diversion rate has decreased, meaning residents and businesses are sending a higher percentage of their solid waste to the landfill. This decrease can be partially attributed to the increase in construction, and associated waste created, in 2015 compared to 2011.

It is imperative that Madison takes action to reduce landfilled waste because it will lengthen landfill lifetime, lower landfill maintenance costs, and improve stewardship of resources. Feedback from the community showed that residents are interested in ways they can make changes to improve solid waste diversion.

a. New Drop-off Site
The City has two year-round drop-off sites where items that cannot be collected at the curb can be recycled. Residents can drop off items such as brush and yard waste, electronics, batteries, and other potential recycling opportunities. A new, full-service drop-off site is needed on the west side to increase capacity and improve convenience to customers to increase use of this service.

b. Food Scrap Recycling
Food waste can be a significant resource. Food scraps can be composted instead of landfilled, then used in gardens and on farms to return useful nutrients to the soil. Food scraps could also be processed in an anaerobic digester that can capture and utilize the natural gas emitted by food

scraps and also generate material for composting. The City must secure a permanent processing site, whether composting or digestion facility, in order for food scraps to be used as the valuable resource they are.

c. Education Information
One barrier to improving recycling rates is language access to information about recycling. Madison should work to create educational information about recycling and composting in Spanish and Hmong and promote these materials. The Recyclopedia and recycling calendar should also be made available in other languages.

Strategy 9
Support sustainable farming and gardening practices that protect the ecosystem and public health.

Actions:

a. Work with partners to continue to support community gardens and associated infrastructure.

b. Identify opportunities to support local food production within the city.

c. Establish guidelines for sustainable agricultural best practices.

Sustainable farming and gardening practices enable farmers and residents to produce local, healthful food using techniques that do not come at the expense of public or environmental health. Some common practices include minimizing water use, reducing runoff, and using natural soil amendments such as compost.

a. Support Community Gardens

Community gardens play a vital role in supplying residents with locally grown food. The City and partners should explore two measures to sustain and expand the use of community gardens. The leases of community gardens on City-owned property should be evaluated for extension. In addition, community partners should collaborate on identifying opportunities for new facilities in areas that would require little infrastructure to provide water and access to gardens.

b. Food Production within the City

As Madison continues to grow it will be necessary to balance development with the use of land or buildings for urban agriculture and food production. Food security is enhanced through the preservation of agricultural lands and expanded support for local and regional food production. Properties owned by the City, currently undeveloped properties, or properties in commercial and industrial areas have potential to increase local, sustainable food production and encourage neighborhood interaction and increase social capital. A map of existing agricultural operations should be developed, followed by a prioritization of properties where food production as a future land use could be encouraged.

The City should also identify locations that would be suitable for agrihoods, where development is integrated with a working farm. Troy Gardens on Madison's north side is a good example. Agrihoods could be developed at a variety of scales, but may be most appropriate on the edge of the city where they could serve as a transition to existing rural uses.

c. Establish Guidelines

Madison must work to reduce the use of harmful fertilizers, pesticides, and herbicides. Pesticides have negative environmental and health impacts. Fertilizers contain high levels of phosphorus which negatively affects the lakes and waterways. Guidelines should be established for urban agriculture to promote best practices that support the natural environment and public health in the community.

Urban Agriculture

Urban agriculture involves the production of food for personal consumption, market sale, donation, or education, within cities and suburbs. Urban agriculture exists in multiple forms, including market farms, community gardens, school gardens, full-year vegetable production in greenhouses, orchards, rooftop gardens, and the raising of chickens, fish, and bees.

Madison has supported a recent growth in urban agriculture through its Zoning Code, and other City ordinances permitting community gardens, fruit and nut trees, beehives, and backyard chickens. The Zoning Code allows the creation of Urban Agriculture Districts to encourage small-scale farming within the city, one example being the 4.5-acre Troy Community Farm on Madison's north side. A joint city/county resident work group has also been formed to develop supportive policies for urban farms and community gardens across Madison and Dane County.

EFFECTIVE GOVERNMENT

Goal: Madison will have efficient and reliable public utilities, facilities, and services that support all residents.

Goal: Madison will collaborate with other governmental and non-governmental entities to improve efficiency and achieve shared goals.

INTRODUCTION

Effective government includes providing the City's residents and visitors with equitable day-to-day services and facilities that contribute to a high quality of life. These services and facilities include police and fire protection, waste management, snow removal, libraries, neighborhood centers, and more. As the City continues to grow in both population and area, so too does the demand for essential services.

Maximizing the efficient provision of facilities and services can best be achieved through careful coordination among City agencies and with other municipalities. This cooperation can help avoid costly and unnecessary duplication of services. The City establishes partnerships with surrounding municipalities, area nonprofits, and the private sector to develop and operate facilities and services.

The City strives to provide a number of ways for people to access city services. An important focus on the provision of services is to provide individuals and groups, especially underrepresented populations, with the tools necessary to effectively gain access to Madison's many services and resources. The City is committed to providing services that will reach all residents and workers.

STRATEGIES

1. Pursue **regional solutions** to regional issues.

2. Collaborate with State and local officials to create a **regional transit authority** to enhance public transit in the Madison area.

3. Locate community facilities to provide a **high-level of service** to all neighborhoods.

4. Work with area municipalities and regional entities to preserve long-term options for **efficient City expansion**.

5. Ensure **new development** occurs in locations that can be **efficiently served** to minimize costs on the community as a whole.

6. Improve **accessibility to government agencies** and services.

7. Ensure that the City of Madison government is **transparent and accountable**.

8. Continue to **build better relationships** between police officers and the diverse communities they serve.

9. Ensure all **neighborhoods are clean and safe** through the provision of quality non-emergency services.

Strategy 1
Pursue regional solutions to regional issues.

Actions:

a. Strengthen the capacity of regional agencies to foster collaboration and consensus.

b. Work with Dane County and adjacent communities to improve the quality of area lakes and preserve other natural resources and facilities.

c. Work with Dane County and other municipalities to develop a regional food systems plan.

Dane County is comprised of 61 cities, villages, and towns. While intergovernmental collaboration is important for a number of issues, the number of municipalities in the county can make collaboration difficult. Some issues, such as transportation, water quality, and urban growth are best addressed at the regional level. The City should continue to work with regional entities to address issues that require sustained efforts by multiple jurisdictions.

a. Collaboration and Consensus
Madison works with various agencies to address regional issues. One of the City's key partners in addressing water quality and urban growth issues is the Capital Area Regional Planning Commission (CARPC). CARPC provides many services to area communities, including review of amendments to urban service areas and region-wide land use planning. The City should continue to work closely with CARPC on key regional issues such as water quality and loss of farmland. The City and Dane County should work together to address various issues including affordable housing, social services, clean air, green space, transit, and economic development.

Finding regional solutions continues to increase in importance as the region itself grows. Issues of affordable housing, homelessness, transportation, and water quality are best addressed through collaboration at a regional level. With nearly half of the county's population, the City has the opportunity to contribute to collaborative efforts with not only CARPC, but also the Madison Area Transportation Planning Board, Dane County, and the Madison Region

Economic Partnership (MadREP). The City should also take a leadership role in consensus building on transit.

b. Lake Water Quality and other Natural Features
The water quality of Madison's lakes is very important to the City and other municipalities in the region. Challenges to lake quality include agricultural runoff and discharge of urban storm water. The 359 square mile Yahara River watershed contains dozens of governmental units, necessitating a regional approach to improve the quality of Madison's lakes. In addition to working with other local governments, Madison should also collaborate with the variety of community groups working on water quality issues.

c. Regional Food Systems
Dane County has some of the most productive agricultural land in the world, as well as a strong food economy. The City should support Dane County and other entities in developing a regional food systems plan that identifies key improvements to the regional food supply chain. Strengthening the local supply chain will bring additional food security to the region, job opportunities for residents with a wide range of backgrounds, and support preservation of agricultural land.

Strategy 2
Collaborate with State and local officials to create a regional transit authority to enhance public transit services in the Madison region.

Action:
a. Collaborate with area municipalities and businesses to make the case for the creation of a regional transit authority.

Transit is costly to operate but yields significant economic and environmental benefits. Madison has high transit ridership, but the City is unable to expand operations due to funding and jurisdictional constraints. Unlike in many mid-sized and large metro areas throughout the country, there is currently no mechanism to create a dedicated funding source for transit for local or regional governments in Wisconsin. Transit is inherently a regional issue but is currently operated by a City agency. Metro Transit service is provided in the City of Madison and to some surrounding communities through a contract.

Creation of a regional transit authority (RTA), which necessitates enabling legislation by the Wisconsin Legislature, would provide a governing and funding mechanism to create a higher level of transit service in the Madison region. An RTA could fund capital and operating costs for a regional transit system, including bus rapid transit and expansion of bus service to outlying City neighborhoods and adjacent communities. Because transit is a regional issue, the City should not only engage with other local governments in the area on funding and shared governance of an RTA, but also with Dane County.

What is a Regional Transit Authority?

A regional transit authority (RTA) is a special-purpose district, organized as either a corporation chartered by statute or as a government agency, and created for the purpose of providing public transportation within a specific region. RTAs often have authority to raise revenues through taxation for the purposes of providing public transportation facilities and services.

While creation of an RTA with a dedicated funding source is a crucial step to both administering and paying for public transit, other funding solutions may need to be explored as well. Transit impact fees, special assessments, and TIF are all potential methods for paying for some of the capital costs associated with enhanced transit, especially BRT.

a. Regional Transit Authority
The City and region should build a coalition of local governments in Dane County, the County itself, and governments in other metro areas throughout the state to make the case for RTA enabling legislation with the State. The coalition will need to demonstrate the benefits of creating an RTA to the Wisconsin Legislature. One benefit of a regional transit authority and higher quality transit service is improved access to education and employment, which in turn leads to better long-term economic opportunities. Riding the bus is safer than driving, and transit users tend to be more physically active, which improves health outcomes. Riding the bus also saves residents money. Finally, greater transit use will help mitigate the increasing traffic congestion that the region is experiencing as it continues to grow.

Building public and private sector support for an RTA would help make the case to lawmakers that enhanced and expanded transit will better meet the needs of people and businesses, making the Madison area more economically competitive at the national level.

Strategy 3
Locate community facilities to provide a high level of service to all neighborhoods.

Actions:
a. Create a long-range facilities plan to guide the siting of City facilities.

b. Co-locate community facilities to improve service provision and reduce capital and operating costs.

c. Establish partnerships with other entities to improve service delivery and reduce duplicative services.

The City of Madison strives to provide a full range of services to all neighborhoods. At the same time, the City should try to optimize where community facilities are located to balance provision of services with the long-term costs to operate facilities. With a growing population and footprint, the City must take a long range view to make sure that facilities are well-situated to provide services to developing areas, redeveloping areas, and neighborhoods that are experiencing change, understanding that each area presents unique challenges. For developing areas, the City must secure land for water towers, fire stations, and other facilities that provide the services that residents throughout the city expect. In redeveloping areas, modernizing older facilities like libraries and neighborhood centers or constructing new facilities like the Public Market necessitate a different approach. In some neighborhoods, changing demographics bring changing service demands that do not align with existing facilities in the area. The City will continue its efforts to provide efficient and equitable facilities and services throughout the community.

a. Long Range Facilities Plan
Demands for City services consistently evolve as the City continues to grow both upward, with infill and redevelopment projects, and outward, with greenfield development on the edge. The City also faces challenges to efficiently serve areas that are separated by the lakes and other municipalities. The City should develop a long-range facilities plan to identify underserved areas and determine how to cost-effectively provide services to these areas. The facilities plan should also influence development patterns by steering development toward areas that can be served by City facilities that have available capacity.

b. Co-locate Community Facilities
The City has traditionally located facilities in stand-alone buildings or spaces. However, more recently the City has and should continue to pursue opportunities to co-locate facilities to save money and better serve the community. For example, the Meadowridge Library and Meadowood Community Center are located in side-by-side spaces, which enables them to share a community room and easily collaborate on programming and activities. Other opportunities to co-locate facilities should be studied as the city grows and additional services and locations are needed.

> "The City should have more multi-use spaces that combine multiple City services in one building!"
> — Neighborhood Resource Team participant

c. Partnerships
The City should pursue partnerships for implementing services across the area. In some cases, the City may partner with nonprofit entities to provide services, as has been done with city-assisted construction of permanent supportive housing that provides services to formerly homeless individuals. In other cases, the City may collaborate with other governmental units on the efficient delivery of services. Metro Transit provides service to the cities of Fitchburg, Verona, and Middleton; the Madison Fire Department provides service to the Village of Shorewood Hills and the Town of Burke; and the Madison Water Utility provides water service to several adjacent municipalities.

Strategy 4
Work with area municipalities and regional entities to preserve long-term options for efficient City expansion.

Actions:

a. Meet with area municipalities to share and discuss community goals and growth plans.

b. Work closely with the Capital Area Regional Planning Commission and Dane County on regional planning.

c. Continue to enter into intergovernmental agreements with neighboring municipalities when it is beneficial to do so.

d. Continue to use the City's extraterritorial review authority to limit unsewered, low density development on the City's periphery.

Overall, the City strives to grow in a compact manner. While feedback through the Imagine Madison process generally favored infill and redevelopment to accommodate much of the city's anticipated growth, there will continue to be a demand for additional development on the periphery of the city, including areas currently outside the City. The City plans for these areas well in advance of development to ensure that they can be developed efficiently, which can require coordination with other municipalities.

a. Share Goals and Plans
Madison borders 12 other cities, villages, and towns, each with their own plans for growth. In a fast growing metropolitan area, there are many potential locations for development to occur. If growth is not coordinated with neighboring jurisdictions, problems can arise. Poorly managed growth can have negative impacts on land use, transportation, open space, the environment, and utilities, and may lead to wasteful and inefficient development. The City should meet with neighboring jurisdictions to share growth plans and discuss areas of mutual concern.

b. Regional Planning
Entities such as CARPC and Dane County provide a forum for regional planning. CARPC is in the process of develop-

ing A Greater Madison Vision (AGMV) which is a Comprehensive Plan that covers Dane County and beyond. AGMV provides an opportunity for individual jurisdictions to consider how they fit within and contribute to the success of the region. A shared vision also offers a starting point for local municipalities' planning efforts and identifies opportunities for adjacent municipalities to collaborate on areas of mutual interest. In a very different role, CARPC's Commission reviews local municipalities' requests to open up new areas for development through the urban service area amendment process. This process provides a public forum for growth requests to be considered from a city, village, and town perspective. Dane County plays a key role in shaping the county through their review of development proposals within town areas, some of which include planned Madison growth areas. Scattered development in
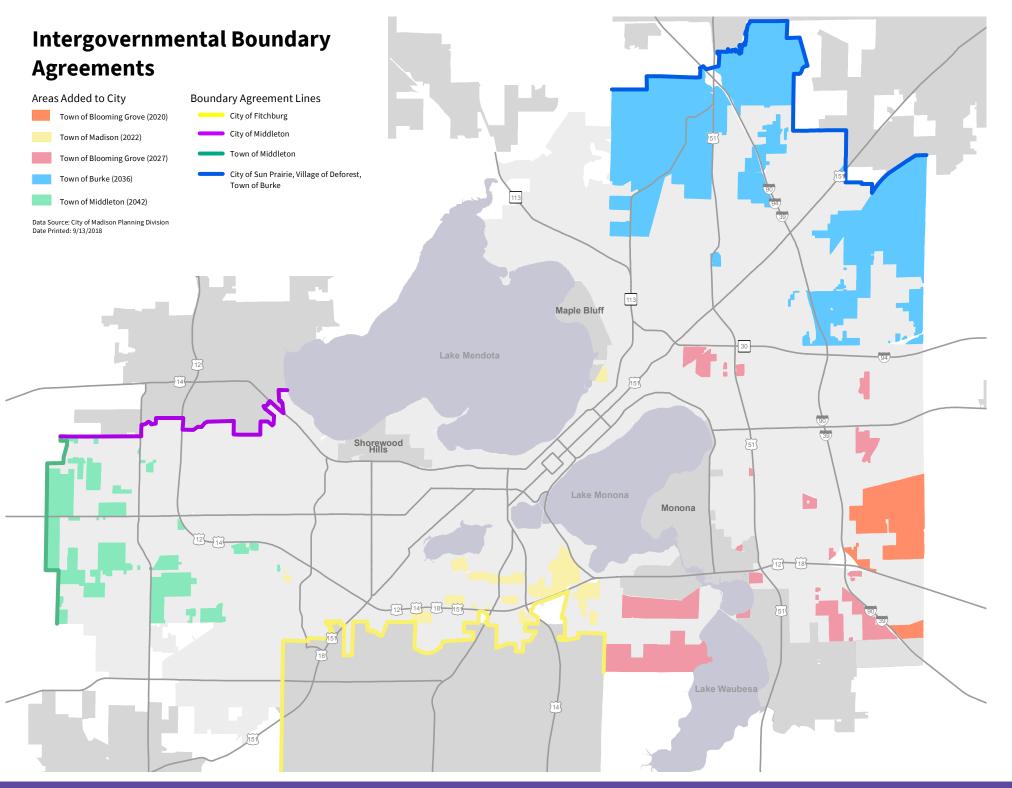
these areas can negatively impact the Madison's ability to grow in a compact and efficient manner. The City should continue to participate in these regional planning efforts and review processes to advance regional interests while also considering the City's interests.

c. Intergovernmental Agreements
As shown on the Intergovernmental Boundary Agreements map on the following page, the City has entered into agreements with the Town of Blooming Grove, Town of Madison, City of Fitchburg, Town of Burke, Village of DeForest, City of Sun Prairie, and the Town of Middleton. These intergovernmental agreements and cooperative plans provide more predictable and efficient development and help to avoid land use and annexation conflicts. Agreements can also establish long-term municipal boundaries, which provides

Intergovernmental Boundary Agreements

Areas Added to City

- Town of Blooming Grove (2020)
- Town of Madison (2022)
- Town of Blooming Grove (2027)
- Town of Burke (2036)
- Town of Middleton (2042)

Data Source: City of Madison Planning Division
Date Printed: 9/13/2018

Boundary Agreement Lines

- City of Fitchburg
- City of Middleton
- Town of Middleton
- City of Sun Prairie, Village of Deforest, Town of Burke

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

more certainty for planning long-term City facilities and infrastructure. Other issues often addressed in intergovernmental agreements and cooperative plans are preservation of shared open space and community separation areas.

d. Extraterritorial Review Jurisdiction

The purpose of extraterritorial plat review is to provide cities and villages with a statutory tool to review and approve or deny land divisions outside city and village boundaries to preserve undeveloped land for anticipated future development at urban densities. Extraterritorial plat approval jurisdiction is defined in Wisconsin Statutes, Chapter 236. For Madison, approval authority extends three miles out from the City's boundary. In most areas, the City's review area overlaps the ETJ area associated with nearby cities and villages. Madison's review area extends to the midpoint between Madison and the nearby city or village in these cases. Additionally, the City voluntarily pares back its ETJ review in areas not contemplated for future City expansion. This includes areas west of the Town of Middleton and north of Lake Mendota.

Recent court cases limit the use of extraterritorial plat review. A city or village does not have the authority to impose its own development standards and specifications for public improvements as a condition of extraterritorial land division approval. In addition, State law does not allow cities and villages to condition approval of a land division on annexation. Further, cities and villages cannot regulate land use through the subdivision approval process.

The City will continue to use its ETJ review powers to avoid costly and inefficient development on Madison's urban edge. The City will use the Comprehensive Plan and neighborhood development plans as the basis for its ETJ review. Madison will continue to oppose premature development in ETJ areas where the City may develop at a much higher density over time. Low-density rural development is inconsistent with the City's desire to guide development to areas where compact development is planned.

Extraterritorial Plat Approval Jurisdiction

—— ETJ Boundary

Data Source: City of Madison Planning Division
Date Printed: 9/17/2018

Strategy 5
Ensure new development occurs in locations that can be efficiently served to minimize costs on the community as a whole.

Actions:

a. Use the Comprehensive Plan and sub-area plans to guide development towards areas that can be efficiently served.

b. Use the urban service area process to guide development to areas that can be served best.

c. Be judicious with outward expansion of utilities and community facilities.

An important part of the City's growth strategy is to achieve efficient growth patterns. Detailed City plans provide service and facility recommendations for planned growth areas. Sometimes growth on the urban edge leapfrogs existing development as property owners have different timelines for making their property available for development. The City must maintain a sensible growth pattern that does not place undue costs on residents for overextension of services, while allowing for the fact that landowners will continue to have different timetables for future development of their property.

a. Guide Development
The City strives to foster an efficient development pattern that uses existing City services whenever possible. The most efficient and cost effective development occurs in areas where City services and infrastructure exist and have remaining capacity. Completion of sub-area plans for existing neighborhoods can set the conditions for redevelopment, making it easier to proceed with projects once a vision and accompanying design standards are established. Completion of sub-area plans for developing neighborhoods coordinate land use and transportation patterns between adjacent parcels of land that frequently have different owners with different interests who will be developing on different timelines. These peripheral neighborhood development plans address land use, transportation, parks and open space, transit, and urban services like sewer and water. City requests to Capital Area Regional

Planning Commission (CARPC) to amend the Central Urban Service Area (CUSA) must follow an adopted neighborhood development plan.

The City must also include a development phasing plan in its application to CARPC, which helps in guiding development to areas that can be served efficiently. Refer to the Growth Priority Areas map in the Growth Framework chapter for areas anticipated for future development.
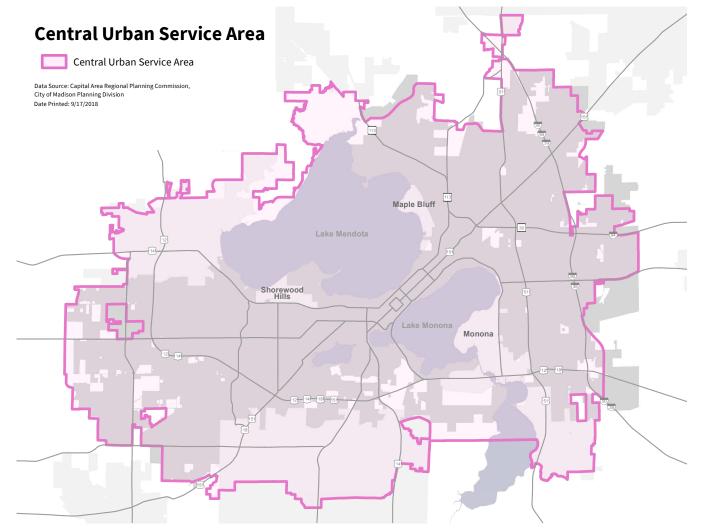
b. Urban Service Area
Prior to opening up an area on the edge of the City for development, Madison must first receive CARPC and DNR

approval to extend sanitary sewer service. The City's adopted plans, including the Comprehensive Plan and the various neighborhood development plans, are used to determine where new development should occur. Completion of detailed Neighborhood Development Plans (NDPs), followed by the in-depth analysis required for urban service area amendments, will help the City ensure that growth occurs in areas that can be efficiently provided with services.

c. Utilities and Community Facilities
While developers of new neighborhoods are responsible for installing local water and sanitary sewer lines to serve

Central Urban Service Area

Central Urban Service Area

Data Source: Capital Area Regional Planning Commission, City of Madison Planning Division
Date Printed: 9/17/2018

specific parcels within their subdivision, the Madison Metropolitan Sewerage District (MMSD) and the City are responsible for extending major water and sewer infrastructure that provides the backbone of these systems. Extension of water and sewer lines, including accompanying investments like pumping stations, water towers, and sewerage lift stations, enables development of land within the city.

The City, its water utility, and MMSD are in a situation where extending services not only enables, but encourages development by raising the value of land and necessitating that costs of extension be recouped by signing up new ratepayers. Additional expenses, such as the provision of parks, garbage/recycling pickup, snowplowing, and fire protection service then follow.

While this Plan and various neighborhood development plans lay the groundwork for long-term development on the edge of the city, the City must still be judicious in extending utilities to these areas in a logical and coordinated pattern to limit "leapfrog" development and ensure that development is phased in a manner that makes financial sense for taxpayers.

"So proud of Madison's past action to replace lead pipes."
— online participant

Strategy 6
Improve accessibility to government agencies and services.

Actions:

a. Provide language translation and interpretation to meet the needs of residents.

b. Consider new systems and technologies, such as a 311 system, for people to efficiently communicate with the City.

c. Explore expanded office hours and satellite facilities to accommodate customers with varying work schedules or those who rely on transit.

A basic function of government is to provide access to City services to meet the needs of residents, workers, and visitors. As new technologies emerge, more and more aspects of daily life can be done online and outside of an 8:00 a.m. to 5:00 p.m. workday. The City strives to provide services through new technology and better use of existing resources. The City should pursue opportunities for residents to access services in a way and at a time that is convenient for them.

a. Language Translation and Interpretation
Many Madison residents speak a language other than English at home. Services should not be denied or restricted to any individual because of limited proficiency in English or due to any disability. The City is committed to providing equal opportunities in all programs, services, and activities to Limited English Proficiency (LEP) individuals. To provide access for non-English speakers, the City should have written translation and oral interpretation, free of cost, to LEP individuals to ensure meaningful, accurate, and equal access to programs, benefits, and activities.

b. New Technology
Technological innovations are continuously changing the way that people communicate. The last Comprehensive Plan process, in 2006, largely depended upon Plan Commission public hearings, community meetings, emails, and website updates to interact with residents. The process for this Plan used all of those methods, but also took advantage of the previously unheard-of avenue of "social media," with Imagine Madison accounts on now ubiquitous platforms. Some cities are pursuing innovations with 311 systems (a hotline for non-emergency calls) or smartphone based apps that allow residents to report problems. With the rapidly changing pace of technology, it is impossible to predict what methods of communication might emerge over the next 10-15 years, but the City should be nimble enough to change with resident preferences when it comes to communicating with their government. Some existing methods of interacting with the City could be enhanced through the use of newer technologies. For example, the Report-a-Problem web page could be expanded to a smartphone app to reach a broader user group.

> "There should be an app that tells us when bike lanes and paths are closed!"
> — summer event participant

c. Expanded Hours and Locations
Accessing City services can be a challenge for people who work a full time job during normal business hours or who cannot easily travel to City offices, most of which are concentrated downtown. The City has had success in expanding absentee voting to libraries. Other opportunities to expand access to the most-used City services should be explored. Small satellite offices could be considered for the most commonly used city services.

Strategy 7
Ensure that the City of Madison government is transparent and accountable.

Actions:

a. Provide information on City operations and initiatives through Results Madison and other mechanisms.

b. Use customer satisfaction surveys to gain feedback on City services.

c. Engage city residents by providing meaningful opportunities for participation in decisions that affect their neighborhoods and the city as a whole.

d. Provide a wide range of opportunities for involvement in planning and decision making, with targeted access and inclusion of underrepresented populations.

A transparent and accountable government is essential for building community trust and successfully implementing programs and policies that improve residents' quality of life. The City needs to explore ways to give everyone the opportunity to stay informed and provide feedback — listening and responding to residents' questions and concerns is paramount when it comes to building trust and creating transparent government. The City publishes various items on its web site including meeting agendas, meeting minutes, and various ways to contact the Common Council and the Mayor. However, improvements on current methods of disseminating information and communication with residents and businesses are needed.

a. Results Madison
A new City initiative, Results Madison, is built around Citywide data analysis, performance management, and budgeting. The purpose of the program is to provide customers with information about City services and facilities and to generate insights that will lead to improvement of these services. Results Madison is also designed to provide Madison's agencies with the tools and training necessary to ensure that the City's programs are applied effectively and consistently.

b. Surveys
While various City departments have undertaken community outreach on their own as part of specific projects, the City lacks a comprehensive approach to gauging customer satisfaction with City services. A statistically valid survey that gauges residents' satisfaction with City services could provide information to improve services and to consider new initiatives during budget time. The City could also pursue less formal surveys, such as website surveys or point of service surveys, to gauge customer satisfaction with specific City services.

c. Engage Residents
Madison has a long history of community involvement. This early resident involvement on broad issues affecting quality of life issues set the foundation for 100+ neighborhood associations today. The city's neighborhood associations differ in levels of activity based on the capacity the neighborhood has to manage a volunteer organization. A valuable lesson learned over the decades is that the city is stronger, and the results are better, when a diversity of residents are informed, involved, consulted, and in partnerships in all aspects of city decision-making. Newly forming and existing neighborhood-based associations are reevaluating ways to become more equitable, inclusive, and meaningful in communicating ways to become engaged in local and city decisions.

d. Targeted Inclusion of Underrepresented Populations
The demographics for the City are changing. It is the City's responsibility to build positive relationships, engage with, and support civic responsibility within communities. Preparation of well-thought out public participation plans to ensure equity, inclusion, and meaningful input will bring the voices of residents into decisions earlier and throughout policy, planning, and investment decisions. The City needs to improve community involvement efforts through new and creative methods, tools, and technologies to help people understand and evaluate information and provide input. One example of a tool that can reach underrepresented groups is Resident Panels. See page 11 for more information on the Resident Panel initiative.

"I am excited about the opportunity to engage with more diverse community members. I want to see my children grow up in a community where they are accepted for who they are without judgment."
— Resident Panel participant

Strategy 8
Continue to build better relationships between police officers and the diverse communities they serve.

Actions:
a. Continue outreach programs that develop connections with individual residents and the community.

b. Increase avenues for community feedback and influence in police practices.

c. Continue Madison Police Department training in cultural competency.

Lack of trust in the Madison Police Department (MPD) was noted as a concern of some residents who offered feedback in the Imagine Madison process. Open communication and dialogue on race and policing can help identify concerns of residents and the police. MPD has a variety of community outreach programs to build relationships with the Madison community. The Department should continue these programs to build trust and communication with Madison residents, visitors, and workers.

a. Outreach Programs
Programs like the Community Academy, which gives the public a working knowledge and understanding of the values, goals, and operations of the Police Department, are a way to enhance communication with the public. The objective of the Academy is to help build a positive relationship between the Department and the community, while improving the lines of communication with the community members it serves. This program allows community members to gain a deeper understanding of the Police Department and allows officers to better understand the community they serve.

The Police Department's Community Outreach and Resource Education (CORE) Team is another program that facilitates communication with residents. CORE's mission is to reduce disproportionate arrests related to racial disparities and improve trust and perception of fairness through procedural justice, community outreach, education, and problem solving.

The Department's Youth Academies (Black Youth Academy and Latino Youth Academy) are offered each summer and are held at the MPD Training Center. These week long academies strive to break down barriers and to cultivate a better understanding between the community and police regarding the role and function of police. Youth academies are also designed to instill and nurture leadership qualities and provide participating youth with opportunities to challenge themselves and work together as a team.

b. Avenues for Feedback
The Madison Police Department is continuously working to explore various ways to solicit feedback from the community. The public is involved in various parts of the hiring process, and stakeholders from neighborhoods frequently participate in panel interviews for officers to fill vital positions. Community input is received formally through letters, email, and internet contact. For example, community stakeholders reached out to MPD with training ideas and concepts that would be of value to MPD. The Training Team reviewed the recommendations and, working collaboratively, MPD was able to use this input in training for officers, including training led by outside partners at the Fall 2017 in-service. MPD also takes input on the Code of Conduct and Standard Operating Procedures through formal correspondence from the community.

The Madison Police Department has also started a new outreach committee called MPD PRIDE, which is comprised of LGBTQ+ employees and allies within the Madison Police Department. The mission of PRIDE is to serve as a resource to employees within MPD by providing information and support in light of the unique challenges that LGBTQ+ individuals often face. In addition, the committee serves as the points of contact for members of Madison's LGBTQ+ community at large, working to cultivate trust and to offer an added level of support to LGBTQ+ individuals in need of police services.

c. Cultural Competency Training
The Madison Police Department trains its officers in cultural competency as a means to better understand and serve the City's diverse community. The Department also strives to hire a diverse workforce. These actions help the Department respond to the needs of Madison's diverse population and better understand the needs and concerns of its residents. Building and maintaining trust in the community is an important part of working with the community, and this can only be accomplished if officers are well-trained in the broad range of experiences that are present throughout Madison.

Strategy 9
Ensure all neighborhoods are clean and safe through the provision of quality non-emergency services.

Actions:

a. Raise awareness of the City's Report a Problem service to increase use and quickly address resident concerns.

b. Continue to pursue innovation and efficiency in the provision of core City services.

Madison provides many non-emergency services to its residents, workers, and visitors. These services range from building permits to trash collection to snowplowing. Some of the City's most essential services often do not receive as much attention as policing or fire protection, but end up representing the majority of interactions between the City and its customers. In addition to the Actions discussed below, continuing programmed building inspections is also an important part of this Strategy. That is discussed in more detail in Strategy 6, Action a of the Neighborhoods and Housing Element.
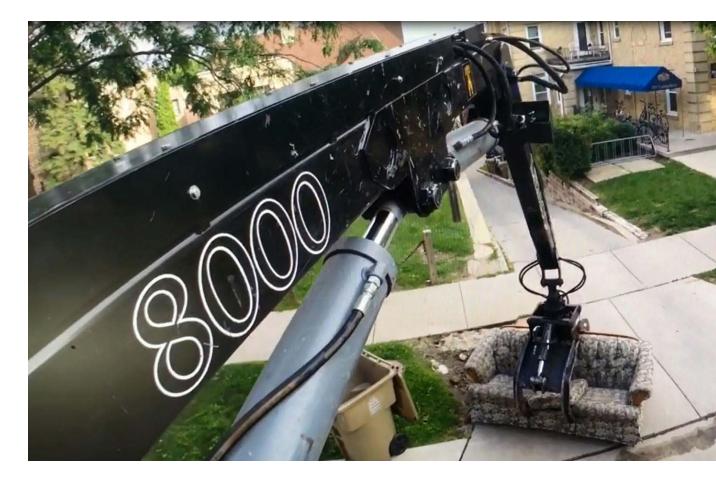
a. Report a Problem
The City provides a web-based serviced called Report a Problem that allows anyone to report issues that need to be addressed, and covers everything from potholes to snow removal to graffiti. Better education about this service, and how to access it, will help enable residents to efficiently contact the City to have issues of concern quickly addressed. The City should work to increase access to this service through different language interfaces, and allow reporting through multiple formats. Collection of data on how Report a Problem is used and how problems are addressed could help the City analyze the service and make improvements to enhance the user experience and responsiveness of the service

b. Innovation and Efficiency
The City should continue to identify technologies that offer faster and more convenient ways for people to access city services. Technology can also enable the City to more efficiently provide services. For example, advances in GPS and traffic signal technologies can enable faster transit, faster emergency response times, and enable traffic signals to be managed in real-time to better facilitate traffic flow.

APPENDIX A

LIST OF STRATEGIES, ACTIONS, AND LEAD AGENCIES

Land Use and Transportation

Goal: Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use activity centers.

Goal: Madison will have a safe, efficient, and affordable regional transportation system that offers a variety of choices among transportation modes.

Strategies	Actions	Lead Agencies
Strategy 1 Improve **transit service**, especially to peripheral employment and residential locations, with a focus on **reducing the travel time** for transit dependent populations.	a. Pursue improvements to transit service in peripheral areas and adjacent municipalities.	Metro
	b. Consider implementing additional Madison Metro routes that more directly connect peripheral areas without traveling through Downtown.	Metro
	c. Prioritize improved service for transit-dependent populations when integrating Madison Metro routes and schedules with BRT.	Metro
Strategy 2 Implement **bus rapid transit (BRT)** to improve travel times, enhance reliability, and increase ridership.	a. Build a new bus storage and maintenance facility to support an expanded bus fleet.	Metro
	b. Prepare detailed plans for BRT corridors to guide redevelopment and improve pedestrian and bicycle linkages.	Planning
	c. Integrate BRT-supportive features into street reconstruction and development projects along BRT corridors wherever feasible.	Engineering
	d. Explore opportunities to use alternative methods to fund BRT infrastructure	Economic Development
Strategy 3 Ensure **all populations benefit** from the City's **transportation investments**.	a. Use the City's Racial Equity and Social Justice Initiative (RESJI) tools to inform major transportation projects.	Engineering
	b. Partner with businesses and governmental entities to expand access to various money-saving transit pass programs.	Metro
	c. Pursue equitable distribution of amenities and traffic calming measures in street reconstruction projects throughout the city.	Engineering, Traffic Engineering, Planning
Strategy 4 Improve access to **transit service to nearby cities**, such as Milwaukee, Chicago, and Minneapolis.	a. Support construction of an intercity bus terminal that is well-integrated with Madison Metro and future BRT.	Director of Transportation
	b. Work with WisDOT and local railroad operators to maintain the viability of existing rail corridors for future passenger rail operations both within the city and to adjoining metro areas.	Director of Transportation
	c. Continue to advocate for high speed rail connections to nearby metro areas with state officials.	Mayor's Office
Strategy 5 Concentrate the highest intensity **development along transit corridors**, downtown, and at Activity Centers.	a. Implement Transit Oriented Development (TOD) overlay zoning along BRT and other existing and planned high-frequency transit service corridors to create development intensity minimums, reduce parking requirements, and support transit use.	Planning
	b. Ensure that redevelopment is well-integrated into adjacent low density residential areas.	Planning
	c. Facilitate the creation of Transportation Management Associations (TMAs) and implementation of Transportation Demand Management (TDM) strategies to serve high-intensity development at Activity Centers and along major transit corridors.	Planning
	d. Prepare plans to transition auto-oriented commercial areas into mixed-use Activity Centers.	Planning
Strategy 6 Facilitate compact growth to reduce the development of **farmland**.	a. Continue to update peripheral neighborhood development plans to increase allowable development intensity and create density minimums.	Planning
	b. Steer peripheral growth towards priority areas, with a focus on land already served by utilities.	Planning
	c. Accommodate a majority of growth through infill and redevelopment.	Planning
Strategy 7 Maintain **downtown Madison** as a major Activity Center for the region while improving access and inclusivity.	a. Continue to use the City's Affordable Housing Fund to support construction of affordable housing in and near downtown.	Community Development
	b. Facilitate partnerships with community organizations to host more downtown events that attract a wider variety of demographic groups.	Planning, Economic Development, Parks
	c. Improve transit service to and from downtown outside of standard commuting hours.	Metro
	d. Develop and implement a park-and-ride plan to increase accessibility to downtown and the UW-Madison campus.	Planning, Metro

Strategy 8	a.	Proactively fill gaps in the pedestrian and bicycle network.	Engineering
Expand and improve the city's **pedestrian and bicycle networks** to enable safe and convenient active transportation.	b.	Continue to integrate pedestrian and bicycle safety improvements and amenities into new and reconstructed streets.	Engineering
	c.	Update the subdivision ordinance to ensure that new developments incorporate the City's planned shared-use path network.	Planning
	d.	Develop and adopt a citywide pedestrian and bicycle plan that advocates for implementation of modern design principles while also moving towards a financially sustainable maintenance program.	Planning
Strategy 9	a.	Work with the Madison Area Transportation Planning Board (MATPB) and other entities to implement the Regional Intelligent Transportation Systems (ITS) Plan for the Madison Metropolitan Area.	Traffic Engineering
Implement **new technologies** to more efficiently use existing transportation infrastructure.	b.	Partner with UW-Madison and other entities to safely test and build transportation infrastructure that supports connected and autonomous vehicles.	Traffic Engineering
	c.	Use technology to enhance parking management systems.	Traffic Engineering
	d.	Evaluate emerging technologies for use in bridging "first mile/last mile" gaps in the transit system.	Metro, Traffic Engineering, Planning

Neighborhoods and Housing

Goal: Madison will be a safe and welcoming city of strong and complete neighborhoods that meet the needs of all residents.

Goal: Madison will have a full range of quality and affordable housing opportunities throughout the City.

Strategies		Actions	Lead Agencies
Strategy 1	a.	Plan for and facilitate mixed-use neighborhood centers featuring shops, services, employment, and a mix of housing types within and near single-use neighborhoods as identified in the Growth Priority Areas map.	Planning
Create **complete neighborhoods** across the city where residents have access to transportation options and resources needed for daily living.	b.	Plan for complete neighborhoods in developing areas on the city's periphery to avoid the need to retrofit them in the future.	Planning
	c.	Support the integration of a mix of housing types and neighborhood amenities near existing transit corridors and shared use paths.	Planning
	d.	Ensure that existing and future neighborhoods are well served by transit, shared use paths, and sidewalks.	Planning, Metro, Traffic Engineering
Strategy 2	a.	Include "Missing Middle" housing types within detailed sub-area plans.	Planning
Support development of a **wider mix of housing** types, sizes, and costs throughout the city.	b.	Encourage provision of life cycle housing choices by supporting lower priced or lower maintenance accessible housing options integrated into places with convenient transportation options.	Community Development
	c.	Continue to enable and encourage a variety of ownership and occupancy structures including co-housing, condominiums, and owner-occupied rentals.	Planning, Zoning
Strategy 3	a.	Support substantial new housing opportunities by prioritizing planning efforts to transition underutilized, automobile-dominated commercial areas into complete neighborhoods and mixed-use Activity Centers.	Planning
Increase the **amount of available housing**.	b.	Explore adjustments to the number of dwelling units, building size, and height thresholds between permitted and conditional uses to increase the allowable density for residential buildings in mixed-use zoning districts and select residential zoning districts.	Planning, Zoning
	c.	Take a proactive approach to finding and marketing housing development opportunities to development partners.	Community Development
	d.	Explore the widespread replacement of residential density maximums with building height maximums outside of the downtown area.	Planning, Zoning

Strategy 4	a. Support the distribution of affordable housing throughout the city.	Community Development, Planning
Integrate **lower priced housing**, including subsidized housing, into complete neighborhoods.	b. Explore how TIF could be better utilized to fund affordable housing.	Community Development, Economic Development
	c. Continue allocating money to the City's Affordable Housing Fund.	Community Development
	d. Continue to pursue a variety of county, state, and federal funding and public-private partnerships to support the development of affordable housing.	Community Development
	e. Support and partner with non-profit organizations to preserve affordable housing for the long term.	Community Development, Planning, Economic Development
Strategy 5 Provide **housing options with health and social services** for residents who need it most, including residents experiencing homelessness.	a. Through partnerships, support organizations that provide temporary shelter and access to a full range of supportive services in or near affordable housing.	Community Development
	b. Continue to support the provision of tenant resources and information about housing rights and options, especially for low-income households.	Community Development
	c. Continue the permanent supportive housing program and monitor the success of the program in meeting the challenges of homelessness.	Community Development
Strategy 6 Support the **rehabilitation of existing housing stock**, particularly for first-time homebuyers and people living with lower incomes.	a. Increase programmed building inspections and enforcement activities for rental housing maintenance, prioritizing areas with vulnerable residents.	Building Inspection, Fire
	b. Partner with MGE, the Madison Metropolitan Sewerage District, the Madison Water Utility, and others to provide incentives for rehabilitation, maintenance, and enhanced accessibility and sustainability of housing.	MGE, MMSD, Water Utility, Engineering, Fire
	c. Review the use of first time homeowner assistance programs, small cap tax incremental financing, and other similar rehabilitation and ownership programs.	Community Development, Economic Development, Building Inspection
Strategy 7 Support **neighborhood-scaled schools** that offer amenities and services to the surrounding area.	a. Support development of neighborhood-scaled schools that serve the community while fitting within the context of the neighborhood.	MMSD, Planning, Library
	b. Ensure that Madison's existing schools can remain strong and viable by supporting housing for families with children near existing and planned schools.	Planning, Community Development
	c. Work with Madison Metropolitan School District (MMSD) and surrounding school districts to ensure school attendance areas reflect development patterns and account for planned growth areas.	MMSD, Planning
	d. Support expansion of the MMSD "Community School" program.	MMSD, Library
Strategy 8 Ensure **access to food** that is affordable, nutritious, and culturally specific.	a. Continue initiatives to support the introduction of neighborhood-serving grocery stores into under-served established neighborhoods.	Economic Development, Public Health
	b. Identify public and private spaces suitable for community gardens and explore expansion of existing gardens to meet demand.	Planning, Parks, Public Health
	c. Improve access to fresh foods by encouraging and facilitating the equitable distribution of farmers markets and farm stands.	Economic Development, Public Health
	d. Encourage initiatives that support the emergency food system and facilitate donation of near-expired, but high-quality, foods.	Public Health

Economy and Opportunity

Goal: Madison will have a growing, diversified economy that offers opportunity for businesses and residents to prosper.

Goal: Madison will have equitable education and advancement opportunities that meet the needs of each resident.

Strategies	Actions	Lead Agencies
Strategy 1 Retain existing **employers** and attract new employers to ensure residents have access to jobs.	a. Target Business Retention and Expansion (BRE) efforts toward our competitive advantage.	Economic Development
	b. Continue the Business Walk program.	Economic Development
	c. Support the siting of state government facilities within the City.	Economic Development
	d. Expand the City's TIF program to keep Madison regionally competitive and support small businesses.	Economic Development
Strategy 2 Ensure an **adequate supply of sites** for a wide variety of employers to operate and grow.	a. Reserve sites for employment uses in City land use plans.	Planning
	b. Layer tools and incentives in specific geographic areas.	Community Development, Economic Development, Planning
	c. Facilitate the reuse of Brownfield sites.	Engineering, Economic Development
	d. Participate in site selection and site certification programs.	Economic Development
Strategy 3 Support more jobs that pay a **family-supporting living wage**.	a. Continue the living wage for City employees and contractors.	Human Resources, Civil Rights
	b. Leverage the Jobs TIF program to support living wage jobs.	Economic Development
	c. Pursue increases to Wisconsin's minimum wage.	Mayor's Office
Strategy 4 Close the **educational opportunity gap**.	a. Continue to improve access to quality child care with an emphasis on underrepresented groups.	Community Development
	b. Continue support for out of school time programming.	Community Development, Library
	c. Align City internships and initiatives with work-based learning opportunities for youth and young adults.	Civil Rights, Human Resources
	d. Expand access to low-cost, high-speed internet service.	Information Technology, Library
Strategy 5 Remove barriers to achieving **economic stability**.	a. Continue support for neighborhood centers.	Community Development
	b. Work with partners to better align efforts in job training and placement programs.	Community Development, Economic Development
	c. Increase awareness of programs that build residents' financial capability.	Community Development
Strategy 6 Support **small businesses** and cultivate **entrepreneurship,** especially businesses owned by underrepresented groups.	a. Continue the Business Assistance Team.	Economic Development
	b. Continue development of underrepresented contractors.	Community Development, Economic Development
	c. Continue support for business incubators.	Community Development, Economic Development
	d. Establish a Kiva City crowdfunding program.	Economic Development
Strategy 7 Support efforts for businesses and consumers to **produce and buy local** food, products, and services.	a. Foster a Northside Food Innovation District.	Economic Development
	b. Continue implementation of the Madison Public Market and MarketReady program.	Economic Development
	c. Expand the Street Vending program.	Economic Development, Public Health
Strategy 8 City government should lead and encourage other employers to develop a **diverse workforce** best able to serve an increasingly diverse population.	a. Continue the City's Equitable Workforce program.	Civil Rights, Human Resources
	b. Support community efforts to diversify Madison's workforce.	Civil Rights, Human Resources

Culture and Character

Goal: Madison will be a vibrant and creative city that values and builds upon its cultural and historic assets.

Goal: Madison will have a unique character and strong sense of place in its neighborhoods and the city as a whole.

Strategies	Actions	Lead Agencies
Strategy 1 Create **vibrant and inviting places** through creative architecture and urban design.	a. Prioritize placemaking as a way to focus on who and how public spaces will be used and designed throughout the city.	Planning, Parks
	b. Emphasize high quality human-scaled design in new buildings and public spaces.	Planning
	c. Use the City's development review standards and processes to ensure that redevelopment and infill projects result in interesting, high-quality buildings and spaces and harmonious design relationships with older buildings.	Planning
	d. Update Urban Design Districts 1-6 and consider expanding urban design districts to redeveloping corridors.	Planning
Strategy 2 Preserve **historic and special places** that tell the story of Madison and reflect racially and ethnically diverse cultures and histories.	a. Complete, adopt, and implement a Historic Preservation Plan as a framework for the future of Madison's historic preservation program.	Planning
	b. Finish updating the Historic Preservation Ordinance by revising the standards for each of the local historic districts.	Planning
	c. Identify ways to retain older buildings that contribute to the special character of an area, or are associated with diverse cultures, through the adoption of sub-area plans prior to redevelopment pressures.	Planning
	d. Update the zoning code and height maps to better link the code with the City's historic preservation plan and ordinance.	Planning
Strategy 3 Create **safe and affirming community spaces** that bring people together and provide social outlets for underrepresented groups.	a. Identify existing underutilized spaces, both public and private, and help facilitate their increased usage and activation.	Planning, Library
	b. Design a wide variety of new parks and public spaces in developing parts of the city for enjoyment by a broad range of users.	Parks, Planning
	c. Engage artists and talent to find positive ways for the City to improve its support of concerts, events, and gatherings, including encouraging music venues for a wider range of audiences.	Planning
Strategy 4 Balance the concentration of **cultural and entertainment venues** between the downtown and other areas of the city.	a. Continue to implement Madison's Cultural Plan and regularly update it to ensure it reflects Madison's changing population.	Planning
	b. Promote cultural and music events in diverse neighborhoods where the whole community is welcome.	Planning, Library
	c. Develop a streamlined protocol to set up temporary spaces for smaller events.	Planning, Parks, Traffic Engineering
Strategy 5 Preserve **defining views** of the lakes, downtown skyline, and Capitol from publicly accessible locations.	a. Adhere to the Maximum Building Heights Map and Views and Vistas Maps in the Downtown Plan.	Planning
	b. Conduct a viewshed study of the lakes, downtown skyline, and Capitol from vantage points within the city and beyond its borders and implement zoning restrictions to preserve these views.	Planning
Strategy 6 Integrate **public art** throughout the city.	a. Continue to implement recommendations in the Public Art Framework and schedule a comprehensive revision of that plan to ensure it represents all segments of the community.	Planning
	b. Emphasize the equitable geographic distribution of City investment in public art.	Planning
	c. Incorporate art and the work of artists that reflects Madison's cultural diversity and heritage at City facilities.	Planning
	d. Work with community partners to integrate art into their buildings and spaces.	Planning, Library
Strategy 7 Provide opportunities to **learn about, create, collaborate, and enjoy the arts.**	a. Promote and support a diverse array of local artists to increase their ability to flourish as creative professionals.	Planning, Economic Development
	b. Support the efforts of community partners to identify and implement art and creative activities that are open and accessible to the public.	Planning, Library
	c. Work with educational institutions and community organizations to provide culturally relevant arts education for all groups and age ranges.	Planning, Library
	d. Utilize artists in planning and other City processes to highlight the value of art as a cross-cultural communication tool.	Planning

Green and Resilient

Goal: Madison will be a leader in stewardship of our land, air, and water resources.

Goal: Madison will have a model park and open space system that preserves our significant natural features and offers spaces for recreation and bringing residents together.

Strategies	Actions	Lead Agencies
Strategy 1 Protect Madison's water supply and infrastructure to provide **safe, clean drinking water**.	a. Continue the accelerated water main replacement program and infrastructure renewal program.	Water Utility
	b. Expand education programs related to appropriate salt application.	Water Utility, Engineering
	c. Pursue updates to the building code to expand use of rainwater harvesting and use of graywater for water conservation.	Planning, Building Inspection
	d. Continue to partner with Project Home to help homeowners make water conservation upgrades.	Water Utility
Strategy 2 Improve **lake and stream water quality.**	a. Partner with other entities to keep phosphorus and other pollutants out of the lakes.	Engineering
	b. Increase frequency and efficiency of leaf collection and street sweeping to reduce phosphorus runoff.	Streets
	c. Further incentivize rain gardens and other types of green infrastructure.	Engineering
	d. Continue adaptive stormwater management and erosion control to prepare for more intense rain events.	Engineering
Strategy 3 Increase the use and accessibility of **energy efficiency** upgrades and **renewable energy**.	a. Implement the Energy Plan to reach the goal of 100% renewable and zero-net carbon emissions.	Engineering
	b. Promote various financing tools to fund energy efficiency upgrades and renewable energy.	Engineering
	c. Partner with electrical utilities to increase renewable energy and provide education on the cost savings.	Engineering, Planning
	d. Support infrastructure to expand the use of electric vehicles and other eco-friendly fuel sources.	Fleet, Engineering, Traffic Engineering
Strategy 4 Acquire **parkland** and upgrade **park facilities** to accommodate more diverse activities and gatherings.	a. Incorporate preferences specific to different cultures, age groups, and abilities in parks and open spaces.	Parks
	b. Pursue acquisition of parkland in areas planned for or which have had significant redevelopment.	Parks
	c. Increase connectivity between parks and open spaces through greenways and trails.	Parks
Strategy 5 Improve and preserve **urban biodiversity** through an interconnected greenway and habitat system.	a. Enhance the capability of greenways and open spaces to support natural habitats.	Parks, Engineering
	b. Integrate vegetation into the built environment, such as terrace plantings, living walls, and green roofs.	Planning, Engineering
Strategy 6 Develop a healthy and diverse **urban tree canopy**.	a. Continue to prioritize tree species diversity to create a resilient tree canopy.	Parks/Forestry
	b. Work across agencies to increase the tree canopy.	Parks/Forestry, Planning, Traffic Engineering, Fire
	c. Review and update City policies, practices, and programs, and operations that impact the urban tree canopy.	Parks/Forestry, Planning, Engineering
Strategy 7 Improve public **access to the lakes**.	a. Expand protected shoreline through the purchase of property or easements.	Parks, Engineering
	b. Provide additional connections to and along the lakes.	Parks, Engineering, Planning
	c. Prioritize water quality improvements at public beaches.	Parks, Public Health
Strategy 8 Reduce **landfilled waste**.	a. Establish a new westside full-service drop-off site for recyclables, hazardous materials, and yard waste.	Streets
	b. Establish a citywide food scrap recycling program.	Streets
	c. Create multi-lingual educational information about recycling and composting.	Streets
Strategy 9 Support sustainable **farming and gardening** practices that protect the ecosystem and public health.	a. Work with partners to continue to support community gardens and associated infrastructure.	Mayor's Office, Community Partners, Parks
	b. Identify opportunities to support local food production within the City.	Mayor's Office, Planning
	c. Establish guidelines for sustainable agricultural best practices.	Mayor's Office, Parks

Effective Government

Goal: Madison will have efficient and reliable public utilities, facilities, and services that support all residents.

Goal: Madison will collaborate with other governmental and non-governmental entities to improve efficiency and achieve shared goals.

Strategies	Actions	Lead Agencies
Strategy 1 Pursue **regional solutions** to regional issues.	a. Strengthen the capacity of regional agencies to foster collaboration and consensus.	Planning, Engineering, Public Health
	b. Work with Dane County and adjacent communities to improve the quality of area lakes and preserve other natural resources and facilities.	Engineering, Planning, Parks
	c. Work with Dane County and other municipalities to develop a regional food systems plan.	Planning, Public Health
Strategy 2 Collaborate with State and local officials to create a **regional transit authority** to enhance public transit in the Madison area.	a. Collaborate with area municipalities and businesses to make the case for the creation of a regional transit authority.	Director of Transportation, Metro, Economic Development, Planning, MPO
Strategy 3 Locate **community facilities** to provide a **high level of service** to all neighborhoods.	a. Create a long-range facilities plan to guide the siting of City facilities.	Finance, Engineering, Planning, Others
	b. Co-locate community facilities to improve service provision and reduce capital and operating costs.	Finance, Engineering, Planning, MMSD, Others
	c. Establish partnerships with other entities to improve service delivery and reduce duplicative services.	Finance, Others
Strategy 4 Work with area municipalities and regional entities to preserve long-term options for **efficient City expansion**.	a. Meet with area municipalities to share and discuss community goals and growth plans.	Planning, School Districts
	b. Work closely with Capital Area Regional Planning Commission and Dane County on regional planning.	Planning
	c. Continue to enter into intergovernmental plans and agreements with neighboring municipalities when it is beneficial to do so.	Planning, Mayor's Office
	d. Continue to use the City's extraterritorial review authority to limit unsewered, low density development on the City's periphery.	Planning
Strategy 5 Ensure that **new development** occurs in locations that can be **efficiently served** to minimize costs on the community as a whole.	a. Use the Comprehensive Plan and sub-area plans to guide development towards areas that can be efficiently served.	Planning
	b. Use the urban service area process to guide development to areas that can be served best.	Planning, Water Utility, Engineering
	c. Be judicious with outward expansion of utilities and community facilities.	Planning, Water Utility, Engineering
Strategy 6 Improve **accessibility to government** agencies and services.	a. Provide language translation and interpretation to meet the needs of residents.	Civil Rights
	b. Consider new technology and systems, such as a 311 system for people to efficiently communicate with the City.	Finance, Information Technology
	c. Explore expanded office hours and satellite facilities to accommodate customers with varying work schedules or those who rely on transit.	Planning, Library, Police, Fire, Public Health
Strategy 7 Ensure that the City of Madison government is **transparent and accountable**.	a. Provide information on City operations and initiatives through Results Madison and other mechanisms.	Finance, Information Technology
	b. Use customer satisfaction surveys to gain feedback on City services.	Information Technology, Civil Rights
	c. Engage city residents by providing meaningful opportunities for participation in decisions that affect their neighborhoods and the city as a whole.	Planning
	d. Provide a wide range of opportunities for involvement in planning and decision making, with targeted access and inclusion of underrepresented populations.	Finance, Clerk
Strategy 8 Continue to **build better relationships** between police officers and the diverse communities they serve.	a. Continue outreach programs that develop connections with individual residents and the community.	Police, Public Health
	b. Increase avenues for community feedback and influence in police practices.	Police, Public Health
	c. Continue Madison Police Department training in cultural competency.	Police, Public Health
Strategy 9 Ensure all **neighborhoods are clean and safe** through the provision of quality non-emergency services.	a. Raise awareness of the City's Report-a-Problem service to increase use and quickly address resident concerns.	Engineering, Others
	b. Continue to pursue innovation and efficiency in the provision of core city services.	Engineering, Streets, Others

LAND USE AND TRANSPORTATION SUPPLEMENT

DESIGN PRINCIPLES
SUB-AREA PLANS AND THE COMPREHENSIVE PLAN
LAND DEMAND ANALYSIS
TRANSPORTATION

DESIGN PRINCIPLES

Transit-Oriented Development Principles

This Plan encourages Transit-Oriented Development (TOD) along all existing and planned transit routes. Transit-Oriented Development is characterized by a compact, walkable, mixed-use development pattern that focuses higher development intensity in close proximity to high-capacity transit stops. Development, architectural, and site design standards are needed to create a TOD development pattern at and near transit stops. TOD standards may vary from location to location based on site-specific conditions, but the following design elements should be adhered to for TODs within the city:

- Place buildings so they create a sense of spatial enclosure of streets and public spaces.
- Orient buildings to the street and close to the sidewalk.
- Provide building entrances that open onto public streets and sidewalks (not private streets, sidewalks, or parking lots) to provide convenient access to transit.
- Provide windows at the ground level of buildings to create a feeling of interaction between the public right-of-way and private buildings.
- Provide urban open spaces such as plazas or squares.
- Connect TODs to multiple travel modes, important neighborhood destinations, and activity centers throughout the community and region.
- Include uses that generate pedestrian activity, such as retail shops, services, and offices, particularly at ground level.
- Create both vertical and horizontal mixed-use development patterns.
- Provide a mixture of housing types, sizes, tenures, and costs (for sale, for rent, market rate, affordable, senior housing, etc.).
- Manage parking to balance automobile accessibility with provisions to ensure attractive and convenient transit, walking, and bicycle accessibility.
- Provide shared parking facilities, parking structures, and underground parking. Surface parking should be limited, and, when present, should be behind the building and screened from public streets.

- Create a highly interconnected system of streets, sidewalks, and paths that serve the area.
- The street network should create a series of small, walkable blocks.
- Concentrate the most intense development close to high-capacity transit stops (such as BRT stations).

Traditional Neighborhood Development Principles

Traditional Neighborhood Developments (TNDs) are compact neighborhoods with mixed-use centers served by a highly interconnected system of pedestrian and bicycle-scaled streets, sidewalks, paths, and trails. Schools, parks, and other neighborhood-scale civic and institutional uses are interspersed throughout a TND.

TNDs are designed around the concept of the pedestrian shed, which is typically a five- to ten-minute walk from the center of the neighborhood to its edge. Local examples of TNDs include Grandview Commons (Madison), Middleton Hills (Middleton), Smith's Crossing (Sun Prairie) and Providence (Sun Prairie). Redevelopment and infill projects, such as Royster Corners, can also be developed as TNDs.

TNDs should be the primary style of development within neighborhood development plan areas and areas designated on the Generalized Future Land Use Map as Neighborhood Planning Areas. While TNDs are ideally created by a single developer under approved architectural and design standards, it will sometimes take more than one developer to create a complete TND. The City's TND zoning district is the "Traditional Residential – Planned" (TR-P) district, which enables the mix of uses needed to establish a TND without some of the more complicated requirements of Planned Development zoning. However, it is still possible to create a TND without using TR-P zoning by using a combination of other zoning districts. Many TNDs establish architectural design requirements for buildings, but the most important elements of a TND are a mix of housing types, mix of uses, and an interconnected, walkable street network.

Neighborhood development plans provide specific recommendations regarding the location, layout, and design of planned TNDs. Infill TND projects should be designed to be compatible with the established land use pattern in the general area and be well connected with surrounding neighborhoods.

Regardless of the number of property owners, development of TNDs should provide a coordinated plan for the entire site. This plan may be established under a sub-area plan, neighborhood development plan, or by a developer. Neighborhood development plan layouts may be refined by a landowner or developer master plan. These plans should ensure that public improvements such as schools, parks, public facilities, roads, and other infrastructure are built in a coordinated and timely manner, and that the cost of those improvements is equitably distributed among property owners and other beneficiaries. Ideally, coordinated architectural standards should be established if a TND will be developed by multiple developers or owners.

TNDs should adhere to the following general design principles:

- Neighborhoods should generally be no more than 160 acres. Sites larger than 160 acres should usually be developed as multiple TNDs.
- In general, between 50 and 70 percent of the land area of a TND, exclusive of non-developable areas such as parks or environmental corridors, should be residential development. This range may be adjusted based on the recommendations of a detailed City-adopted plan.

- TNDs should exceed eight dwelling units per net acre, with the most intense development close to or within the neighborhood center, along major street corridors, or in close proximity to public facilities (community centers, libraries, schools, etc.).
- Dwelling units should include a mix of single- family detached dwellings on small and medium-sized lots, townhouses, duplexes, two flats, multifamily buildings, and dwellings in mixed-use buildings.
- Multifamily residential should contain a mixture of small units (efficiencies and one bedroom units), medium sized units, and larger units (with three or more bedrooms).
- TNDs should have relatively short block lengths (generally not more than 600 feet), narrow block widths (generally not more than 300 feet), and narrow streets lined with sidewalks and street trees. Mid-block pedestrian paths may be required if larger blocks are necessary due to topography or existing street patterns.
- A pattern of streets, sidewalks, bicycle facilities, and public transit facilities that maximizes the connectivity of land uses within the neighborhood and maximizes connectivity to areas outside the neighborhood.
- Connections to surrounding street networks should be made early in the development process.
- Streets should be relatively narrow and include on-street parking where possible.
- Buildings in TNDs should be designed using timeless principles of quality architectural design rather than mandating a specific architectural style. Critical factors in establishing a "timeless" architectural quality in the neighborhood include: massing and composition of the structure; the proportion and profile of windows, doors, and other elements of the facade; orientation of doors, windows, balconies, porches, and roof decks toward the street; and the choice of facade materials and colors.
- Any conditions, covenants, and restrictions for TND land division should include architectural standards for the property. These standards should be approved by the City and include a process for assuring their long-term application and implementation.

- Parking facilities should be located behind, beneath, or at the side of buildings.
- Garages should not dominate the view from the street to the building and driveways should not dominate the front yard. Garages facing the front of the lot should be set back from the front façade of the principal building.
- The use of alleys for access to parking areas is preferred over front loaded driveways.
- Land use changes should occur at mid-block so that similar uses face each other.
- Multifamily buildings should have street entrances for all ground-floor units.
- Multifamily buildings, townhomes, commercial buildings, mixed-use buildings, and alley-loaded single-family and duplex residences should be set close to the street and have doors and windows facing the street.
- Front-loaded single-family and duplex homes may be set back further from the street, generally by enough distance to allow for a car to be left on the driveway without blocking the sidewalk (approximately 18-20 feet).
- The center of a TND should serve as a focal point for the TND and include as many of the following elements as possible: engaging public space, such as a pedestrian-oriented "main street," square, green, or plaza; public buildings, such as a library, place of worship, or community center; a transit stop; multi-unit residential buildings or mixed-use buildings; and, depending on market conditions, neighborhood-scale retail uses.
- Two- to four-story mixed-use buildings and/or multifamily residential buildings should be included in TND centers.

SUB-AREA PLANS AND THE COMPREHENSIVE PLAN

Relationship Between the Comprehensive Plan and Sub-Area Plans

This Plan includes a Generalized Future Land Use (GFLU) Map which makes general land use recommendations. The land use categories mapped in this Plan are broad and applied to relatively large geographic areas. Each land use category encompasses a range of potential land uses, development intensities, and building forms which establish the characteristics recommended within a given area. The land use and design recommendations within neighborhood, neighborhood development, or special area plans assign more specific uses, intensities, or forms to particular locations. Such plans should be consistent with, and fit within, the broad Comprehensive Plan future land use categories. There is considerable variation in the level of detail in different neighborhood or special area plans. Despite this, it is intended that all neighborhood and special area plans include land use and design recommendations that are specific enough to provide meaningful guidance to developers, neighborhoods, City agencies, policy makers, and others involved in the initiation or review of development projects.

In a community the size of Madison, the Comprehensive Plan can sometimes be too general to provide fine-grained levels of guidance on design considerations that tend to be site-specific. At the same time, the State-mandated comprehensive planning process is too cumbersome to allow for continuous updates to this Plan. Sub-area plans should be adopted as "a supplement to the Comprehensive Plan" to reflect their function and status in providing more detailed planning recommendations than are often needed to effectively implement the Plan. This Plan provides a long-term, broad, generalized policy framework for land use, growth, and large scale investment priorities for the City. Sub-area plans provide more detailed recommendations for a specific geographic area. This Plan should be modified if a sub-area plan makes recommendations for a given area that is inconsistent with this Plan.

Consistency Between Sub-Area Plans and the Comprehensive Plan

The Generalized Future Land Use (GFLU) Map in this Plan is generally consistent with land use recommendations in City-adopted sub-area plans, considering the differences in scale and specificity between the types of plans. Considerable flexibility is provided within the land use categories mapped in this Plan. Future sub-area plans, unless they specifically recommend edits to this Plan, should work within Comprehensive Plan land use categories to establish more detailed and precise land use and design recommendations.

The generalized nature of the GFLU Map means that boundaries between land uses are not meant to be exact. Similarly, because future land use is not mapped on a parcel-by-parcel basis, some small inconsistencies between existing development and planned future land uses may be present, such as a small apartment building in the midst of a Low Residential area. It is not the intent of this Plan that such areas must always be brought into compliance with the GFLU Map. Please see additional discussion about the GFLU Map and land use categories starting on page 17 of the Growth Framework chapter.

This Plan and sub-area plans may have small differences in the mapped boundaries between areas recommended for different land uses without necessarily making the plans inconsistent or requiring an amendment to either plan. These differences are inherent in plans that differ significantly in scale, particularly when this Plan's GFLU categories have considerable scope.

If an inconsistency is identified between this Plan and a reasonably contemporary sub-area plan, substantial weight should be given to the sub-area plan. Additionally, either the sub-area plan or this Plan should be amended to eliminate the inconsistency. In cases where a sub-area plan is determined by the Plan Commission or Common Council to be inconsistent with this Plan, either the sub-area plan should be revised to be consistent, or an amendment to this Plan should be adopted to remedy the conflict. Because amending this Plan is a substantial undertaking, the City may not immediately amend this Plan to reflect sub-area plans that have been newly adopted (or amended) as a supplement to this Plan. Instead, it may aggregate GFLU amendments and other edits recommended by sub-area plans into a single, larger update. The City will still review proposals with respect to their compliance with sub-area plans that have been adopted as a supplement to this Plan even if such an update to this Plan has not yet been adopted.

Adopted Sub-Area Plans

Over the years, the City of Madison has adopted numerous sub-area plans. These include neighborhood development plans for peripheral areas, neighborhood plans for already-developed areas, and other special area plans for corridors or small areas. Adopted plans are listed below by category, with dates reflecting the original adoption of the plans and subsequent amendments.

Neighborhood Development Plans

The City has 19 adopted neighborhood development plans (NDPs) as of Spring 2018. These plans cover lands on the City's edge. Some of these NDPs, like Blackhawk, have experienced significant development over time, while others, such as Pumpkin Hollow, have seen little or no development. The intent of NDPs is to provide a detailed plan that addresses land use, transportation, utilities, and services. These plans often include large areas of undeveloped rural land. It is expected that over time new development will be constructed within approved NDP boundaries. However, some areas will potentially remain in rural/agricultural use for the foreseeable future. An alphabetical list of NDPs is shown below (see the Peripheral Planning Areas map on page 28 for NDP boundaries):

- Blackhawk (1994, 2006)
- Cottage Grove (1992, 2006)
- Cross Country (1993, 1998)
- East Towne Burke Heights (1987)
- Elderberry (2002, 2018)
- Felland (2002)
- Hanson Road (2000)
- High Point-Raymond (1997 2001, 2005, 2006, 2017)
- Junction (1990, 1992, 2015, 2018)
- Marsh Road (1999)
- Midtown (1999, 2001, 2004)
- Nelson (1992, 1993, 1999, 2001, 2005, 2009, 2017)
- Northeast Neighborhoods (2009)
- Pioneer (2004, 2013, 2018)
- Pumpkin Hollow (2008)
- Rattman (1992, 1995, 1997, 2000)
- Shady Wood (2009)
- Sprecher (1998, 1999, 2001, 2005)
- Yahara Hills (2017)

Neighborhood Plans

Neighborhood Plans are adopted for areas that have already been built out. They are frequently undertaken for areas that are either experiencing substantial redevelopment interest and/or have various challenges to neighborhood stability. Neighborhood Plans generally address such things as land use, urban design, economic development, transportation, parks, and community health and wellness. An alphabetical list of Neighborhood Plans is shown below:

- Allied-Dunn's Marsh (1990)
- Allied-Dunn's Marsh-Belmar (2005)
- Arbor Hills-Leopold (2013)
- Bassett Neighborhood Master Plan (1997)
- Bay Creek (1991)
- Brittingham-Vilas (1989)
- Brentwood Village-Packers-Sherman Village (1996)
- Broadway-Simpson-Waunona (1986)
- Carpenter-Hawthorne-Ridgeway-Sycamore-Truax (2001)
- Darbo-Worthington-Starkweather (2017)
- Emerson East-Eken Park (1998)
- Emerson-East-Eken Park-Yahara (2016)
- First Settlement Neighborhood Master Plan (1995)
- Greenbush (2008)
- Greenbush-Vilas Neighborhood Housing Revitalization (2010)
- Hiestad (2006)
- Hoyt Park Area (2014)
- Marquette Neighborhood Center Master Plan (2000)
- Marquette-Schenk-Atwood (1994)
- Midvale Heights-Westmorland Joint Neighborhood (2009)
- Northport-Warner Park-Sherman (2009)
- Royster Clark Redevelopment - BUILD (2009)
- Regent Street South Campus (2008)
- Ridgewood East Central Development (2002)
- Schenk-Atwood-Starkweather-Worthington Park (2000)

- South Madison (2005)
- Southwest (2008)
- Spring Harbor (2006)
- Tenney-Lapham (2008, 2014)
- Triangle Monona Bay (in progress 2018)
- University Hill Farms (2016)

Other Plans
- Central Park (2011)
- Cherokee Special Area (2007)
- Cottage Grove Road Activity Centers (2017)
- Downtown Plan (2012)
- East Rail Corridor (2004)
- East Washington Gateway Revitalization - BUILD (2004)
- East Washington Avenue Capitol Gateway Corridor (2008, 2016)
- East Washington Old East Side Master Plan - BUILD (2000)
- Lamp House Block (2014)
- Milwaukee Street Special Area (in progress 2018)
- Monroe Street Commercial District (2007)
- Park Street Urban Design Guidelines (2004)
- Schenk–Atwood Neighborhood Business District Master Plan (2001)
- South Capitol Transit Oriented Development District (2014)
- Stoughton Road Revitalization (2008)
- University Avenue Corridor (2014)
- Williamson Street - BUILD (2005)
- Wingra Creek Market Study and Redevelopment - BUILD (2006)

Additionally, the City has adopted campus master plans prepared by Edgewood College and the University of Wisconsin-Madison prepared under the City's Campus-Institutional zoning district.

Sub-Area Plan Retirement

There is currently no process for retiring adopted city plans. This leads to some instances where staff must compare proposed projects to plans that have recommendations that have already been implemented or are out of step with more recently adopted policies and plans. The lack of a plan retirement process also leads to circumstances where there can be two, three, or four overlapping plans for the same area, leading to confusion by staff, policymakers, developers, and residents as to what plan recommendations govern. As the city continues to grow and change, plans that have largely been implemented, have been superseded by a more recently adopted plan for the same area, or no longer reflect current priorities, as determined by this Plan, the Plan Commission, and City Council, should be retired. While the age of a plan does tend to play a role, how much of the plan has been implemented and whether the plan reflects current city priorities are also factors, meaning that a broad-brush approach that retires plans due to some arbitrary age limit is inadequate. Some older plans still reflect the general priorities contained in this Plan and play an important role in establishing detailed recommendations for specific areas that may still be developed or redeveloped.

This Plan recommends that the Planning Division and Plan Commission establish a procedure to periodically review plans to determine whether they should be retired. Stakeholders of areas covered by the plan will be engaged in the review and determination of whether the plan should be retired. General considerations for review may include, but are not limited to:
1. Whether a plan has been implemented.
2. Whether a more recent plan has been adopted for the same area or a similar area.
3. The age of the plan.

Overlapping Sub-Area Plans

There are some instances where sub-area plans overlap. Where this occurs, the more recently adopted plan should govern unless otherwise specified within the plan or within a plan amendment. To avoid confusion and streamline review of proposed projects, plans developed after adoption of this Comprehensive Plan should include an analysis of previously adopted sub-area plans that are still in effect for any part of the planning area. This should be followed by a statement about how the new plan does, or does not, impact the previously adopted plans. If the new sub-area plan largely replaces previous planning efforts for a given area, retirement of the previous plans for the area should be considered at the time the new plan is adopted.

LAND DEMAND ANALYSIS

Wisconsin's Comprehensive Planning Legislation requires municipalities to provide 20-year projections for land uses in five-year increments. These projections, shown in Table 1, are based on a variety of spatial assumptions. The projections shown here are general estimates. Changes in demand, financial changes, and other factors may considerably alter these projections. Nevertheless, despite the shortcomings of the assumptions and difficulty in making projections in general, the land demand analysis provides a framework for estimating the amount of land the City will need to accommodate growth through 2040.

Trends in the price of land and the amount, intensity, and density of existing land uses are some of the attributes that dictate how land is used in Madison. The following tables and discussions provide an explanation of land price, development, intensity, and density trends. Table 2 shows that between 2000 and 2016, the city of Madison has annexed approximately 13 square miles. During the same time, the city's population increase by nearly 50,000 residents, resulting in an increase in residential density within city limits from 3,106 to 3,156 persons per square mile. During the same time, equalized land value within the city has increased from $67,350 to $117,485 per acre, a rate of increase nearly double the inflation rate over the same period.

Table 3 shows the change in the acres of land dedicated to current land uses. Despite an increase of over 2,400 acres between 2005 and 2017, the number of acres used for agriculture or sitting vacant has declined by nearly 1,700 acres, meaning a large amount of land already within Madison city limits is being converted to other uses, primarily residential, commercial, and parks and open space. In 2017, non-vacant commercially-, industrially-, and employment-zoned parcels had an average floor area ratio of 0.25, which represent significant intensity increases over the 0.15 FAR projection for commercial uses and 0.20 FAR projection for industrial uses in the 2006 Comprehensive Plan.

Table 1: Land Demand Projections for the City of Madison (acres), 2015-2040

Land Use	2015-2020	2021-2025	2026-2030	2031-2035	2036-2040	Land Demand 2015-2040
Residential Single-Family	230	284	269	284	310	1,377
Residential Multi-Family	63	78	74	78	85	378
Commercial Office/Services	148	153	158	162	168	789
Commercial Retail	37	34	31	28	25	155
Industrial	0	0	0	0	0	0
Parks & Open Space	117	132	135	134	159	677
Institutional	24	27	27	28	30	136
Street ROW	155	177	173	179	194	878
Subtotal	773	884	866	894	970	4,387
+50% Flexibility Margin	387	442	433	447	485	2,194
Total Land Demand	1,160	1,326	1,299	1,341	1,455	6,581

Table 2: City Area, Valuation, and Density

Year	Land Area (sq. mi.)	Equalized Value (Land only)	Value/Acre	Population	Population Density (per sq. mi.)
2016	80.0	$6,017,511,950	$117,485	252,557	3,156
2014	78.5	$5,699,050,800	$113,504	245,674	3,131
2012	75.2	$5,544,386,800	$115,271	240,315	3,198
2010	75.0	$4,978,806,200	$103,779	233,777	3,119
2008	74.7	$5,410,955,000	$113,160	226,650	3,034
2006	74.2	$5,179,451,200	$109,116	223,280	3,010
2004	72.4	$4,478,252,400	$ 96,642	217,935	3,010
2002	71.6	$3,635,501,300	$ 79,325	213,679	2,984
2000	67.0	$2,887,522,900	$ 67,350	208,054	3,106

Source: Land Value: DOR Statement of Changes in Equalized Value; Area: Planning Division; Population: US Census Bureau, Wisconsin Dept. of Administration

Table 4 shows parcel creation in Madison via plats and certified survey maps. While parcel creation fluctuates from year to year, recent totals are higher than the years of 2007-2009, when fewer than 200 new parcels were created each year. Parcel creation is still below the decade of 1997-2006, when 900 parcels were created annually on average.

Table 5 shows the assumptions used to determine the land demand for residential development between 2015 and 2040. The 22% single-family – 78% multifamily split is based on the number of new dwelling units built in the city from 2013 to 2016. 59% of projected multifamily units are attributed to infill, keeping with the 59% of new multifamily units built between 2007 and 2016 being built in infill locations or as redevelopment. Single-family and multifamily densities are assumed to be 5.17 dwelling units per acre (based on 2013-2016 new units) and 28.68 dwelling units per acre (based on 2007-2016 new units), respectively.

Table 6 shows employment projections and Table 7 shows employment and other commercial land demand. Projections were made for total employment in Madison (employees, not employed residents) using historical information from the Census, Info USA, and the Census Center for Economic Studies' On the Map application, combined with estimates from Madison in Motion and the Madison Area Transportation Planning Board 2035 and 2050 Regional Transportation Plans. The 2012 Economic Census Bureau of Labor Statistics Employment Projections program and historical Dane County employment growth were used to project the proportion of employment in the industrial, commercial retail, and commercial office/services sectors. The three sectors were allocated according to standard NAICS classifications. These sector-specific employment numbers were then multiplied by space needs per employee and floor area ratio to determine total land demand. Employment density is the number of square feet per employee, derived from the National Association for Industrial and Office Parks, Certified Commercial Investment Member Institute, and a University of San Diego study. Floor area ratio (FAR) is based on a review of 1,628 non-vacant industrial, commercial, and employment zoning district parcels. Note that due to national trends in the decline of manufacturing jobs (including a 0.4% projected annual employment decline in Madison), no additional industrial land demand is projected in this analysis.

Table 3: Existing Land Use (Acres)

Land Use	2005	2017	Increase
Residential	13,140	15,008	14%
Commercial	4,133	4,942	20%
Industrial	4,079	4,161	2%
Institutional	2,334	2,282	-2%
Parks & Open Space	8,719	9,645	11%
Agriculture & Vacant	7,568	5,887	-22%

Source: Planning Division

Table 4: Parcel Creation

Year	Parcels Created
2013	184
2014	958
2015	316
2016	468
2017	649

Source: CARPC Regional Trends, Planning Division

Table 5: Residential Land Demand, 2015-2040

	2020	2025	2030	2035	2040
Projected Households	112,204	118,838	125,118	131,764	139,007
Numeric Change from 2015	5,377	12,011	18,291	24,937	32,180
22% Single-Family Households	1,172	2,618	3,987	5,436	7,015
Total Single-Family units w/ 1.5 % vacancy rate	1,190	2,658	4,047	5,518	7,120
Single-Family Land Demand (acres)	230	514	783	1,067	1,377
Single-Family Land Per 5-year increment (acres)	230	284	269	284	310
78% Multifamily Households	4,205	9,393	14,304	19,501	25,165
Multifamily Units w/ 5 % vacancy rate	4,415	9,862	15,019	20,476	26,423
Multifamily units minus infill units	1,810	4,044	6,158	8,395	10,833
Multifamily Land Demand (acres)	63	141	215	293	378
Multifamily Land Per 5-year increment (acres)	63	78	74	78	85

* There were an estimated 106,827 households in 2015 in the City. That number represents an average between Wisconsin Department of Administration numbers and the US Census Bureau's American Community Survey 1-year estimate for 2015.

Table 6: Employment Assumptions

Employment Sector	% of Projected New Employment	2015-2020 New Employment	2020-2025 New Employment	2025-2030 New Employment	2030-2035 New Employment	2035-2040 New Employment
Commercial Office/Services	89%	6,438	6,646	6,859	7,075	7,295
Commercial Retail	11%	1,003	927	850	768	686
Industrial	0%	-496	-514	-530	-543	-556
Total	100%	6,945	7,059	7,178	7,300	7,426

Table 8 shows the assumptions and calculations used to determine the demand for recreational land. The 10 acres per 1000 population standard is based on the City's 2012 Parks and Open Space Plan, existing conditions, and National Recreation and Park Association goals. See page 92 or the City's latest Parks and Open Space Master Plan for a more detailed discussion on parks and open space needs.

Institutional and street right-of-way land demand has been determined based on existing allocations of these land uses. Approximately 4% of Madison's land area is allocated to institutional uses, and approximately 25% to right-of-way.

Table 7: Commercial Land Demand

Employment Sector	Employment Density (SF/Employee)	Floor Area Ratio	2015-2020 Land Demand	2020-2025 Land Demand	2025-2030 Land Demand	2030-2035 Land Demand	2035-2040 Land Demand
Commercial Office/Services	250	0.25	148	153	158	162	168
Commercial Retail	400	0.25	37	34	31	28	25
Industrial	450	0.25	-21	-21	-22	-22	-23
Total			164	166	167	168	170

Table 8: Recreation Land Demand

	2020	2025	2030	2035	2040
10 acres/ 1000 pop ratio	0.01	0.01	0.01	0.01	0.01
2015 Population	245,788	245,788	245,788	245,788	245,788
Projected Population	257,461	270,631	284,147	297,582	313,444
Population Change	11,673	24,843	38,359	51,794	67,656
Parks & Open Space Demand (acres)	117	248	384	518	677
Demand Per 5-yr increment (acres)	117	132	135	134	159

TRANSPORTATION

Transportation Systems for Persons with Disabilities

All of the City's Metro buses are equipped with accessibility features, including bus stop annunciators, wheelchair securement locations, ADA-accessible ramps, and a kneeling feature, enabling all individuals, with operator assistance, to board, ride, and disembark from all standard Metro buses. The City will continue to purchase such buses, including for any future implementation of bus rapid transit (BRT). Improvement of transit service through implementation of BRT (see page 32) will benefit persons with disabilities, as will extension of standard Metro service (see page 31).

Implementation of the State of Wisconsin's Family Care program in Dane County in 2018 may result in the shifting of an estimated $3.9 million of funding away from Metro's paratransit program to contractors. The anticipated loss of funding will result in changes to Metro's paratransit service. The detailed work of determining the precise magnitude of the changes, when they will be implemented, and how they will be implemented will be undertaken by the City's Transportation Policy and Planning Board and Transportation Commission.

Air Transportation

The region's major air transportation facility is Dane County Regional Airport, which is administered by the County. The City will continue to work with Dane County to maintain and improve air passenger services and air freight services to attract, maintain, and enhance business development in the City.

Trucking

The City will continue to provide truck routes for the safe and efficient movement of truck traffic within the city to provide access to and serve the needs of city residents and businesses. The negative impact of trucks on existing and future residential neighborhoods should be minimized.

Water Transportation

City, resident, and business use of the area's lakes and rivers is generally limited to recreational purposes. The City has no plans to pursue water transportation.

Regional and State Transportation Plans

Some transportation-related planning and project development that affect the city are managed by other local, regional, or state agencies or entities. The City has an excellent relationship with the Madison Area Transportation Planning Board (MATPB), which is the federally-designated Metropolitan Planning Organization (MPO) for the Madison urban area. The MATPB is the policy body responsible for cooperative, comprehensive regional transportation planning and decision making. The City has worked closely with the MATPB to ensure that regional plans integrate the City's transportation interests and concerns. The 2050 Regional Transportation Plan goals, objectives, and policies line up well with the transportation-related Strategies and Actions of this Plan. Similarly, the MATPB's 2015 Bicycle Transportation Plan for the Madison Metropolitan Area and Dane County continues the City's and region's strong commitment to bicycling for transportation and recreation, ensuring that City efforts to improve the bicycle system are well-integrated with adjoining municipalities. Finally, the MATPB's 2013 Bus Rapid Transit Study set the stage for the system included in this Plan. The City anticipates working closely with the Board to implement BRT, per the previously undertaken planning efforts.

While the State of Wisconsin maintains a statewide plan for transportation (Connections 2030), with statewide plans for specific detailed topics like bicycling, pedestrians, freight, and rail, the plans that tend to be most applicable to the city are for specific highways and corridors. However, with recent state transportation funding challenges, many studies and planned projects, such as the Beltline and Stoughton Road/US Highway 51, have been delayed, and it is uncertain when the projects will be restarted, making it difficult to integrate such projects and plans within this Plan. The City shares some common goals with the State, such as improving connectivity across existing limited-access highways like the Beltline. At other times, goals can be at odds, but the City will look to continue engaging with the State to ensure that local and regional interests are well-represented in State projects that impact Madison. Madison in Motion, the city's Transportation Master Plan, contains more information on how the City can connect with regional planning efforts and work with WisDOT to improve connectivity and transportation in the Madison region.

URBANFOOTPRINT ANALYSIS

URBANFOOTPRINT ANALYSIS FOR THE COMPREHENSIVE PLAN

As part of the Comprehensive Plan process, the City used a growth scenario modeling tool called UrbanFootprint to help estimate the future impacts of land use and transportation decisions across seven major modules: energy use, water use, fiscal impacts (for both the City and for households), transportation, emissions, health, and land consumption. Growth scenario modeling works by creating a map of existing transportation, land use, employment, development density, and other aspects of urban development. Changes to land use and transportation are then made to existing conditions to create a future scenario. The impacts of future scenarios across the seven metrics are then compared to existing conditions or to other alternate scenarios. UrbanFootprint was customized for use in Madison and Dane County with local data and information from dozens of sources, including the Census, InfoUSA (employment data), Madison Water Utility, Madison Gas and Electric, Wisconsin DNR, the National Household Travel Survey, City Assessor, Capital Area Regional Planning Commission, Dane County, the Madison Area Metropolitan Planning Organization, and many others.

Three citywide scenarios were created for the Imagine Madison process, all of which assumed the addition of approximately 70,000 new residents and 37,000 new employees by 2040. Those scenarios are mapped and summarized on the following pages.

To maintain an "apples to apples" comparison, all three scenarios also assume development occurs according to the Comprehensive Plan's Generalized Future Land Use (GFLU) Map (see page 18 of the Growth Framework chapter). The difference between the scenarios was where growth would occur, not whether the Comprehensive Plan was followed.
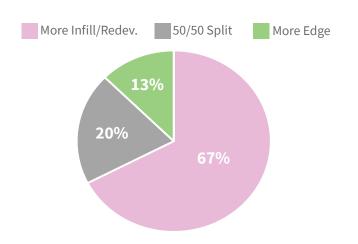
More roadbuilding and less transit were associated with Scenario #1 because edge development tends to be less intense, have a less walkable street network, have less mixing of uses, and be more difficult to serve with transit due to low development intensity and a larger service area. More transit service was associated with Scenarios #2 and #3 because redevelopment tends to occur in areas that are already walkable and served by transit. Public feedback on Plan Goals and Strategies in the initial stages of the Imagine Madison process helped inform scenario development.

Public Input Results – Website

UrbanFootprint analysis was used as part of an Imagine Madison website module where visitors had an opportunity to explore outcomes and view maps based on the three citywide scenarios summarized above. Website visitors could explore the anticipated land consumption, household water use, household vehicle miles traveled (VMT), and time spent walking associated with each scenario, alongside maps that depicted geographic variations in these metrics. It is important to note that in an effort to keep participation accessible and concise, dozens of other possible UrbanFootprint metrics were not presented. Further, other potential considerations that could factor in to a discussion of where to accommodate growth such as impacts on parking, property values, and rental rates were not covered. Upon reviewing the information that was available, participants could then choose the scenario that most closely matched their vision for the future of the city.

See the maps on the following pages for a comparison of where development of new dwelling units was generally shown for each scenario (green represents edge development and pink represents redevelopment; the darker the color, the more intense the development). Two-thirds of respondents selected Scenario #3 (which showed the most

infill and redevelopment), as the generally preferred path for future development in the city. Twenty percent chose Scenario #2, and 13% felt Scenario #1 was most appropriate for accommodating future growth.

In addition to reviewing and selecting their preferred UrbanFootprint growth scenario, respondents could also answer three multiple choice questions covering what type of neighborhood housing they preferred, how important they felt it was to have neighborhoods close to destinations such as schools and shops, and how important they felt it was to have neighborhoods with access to public transit. Additionally, participants were asked open-ended questions about good locations for lower cost housing, what area/neighborhood should be prioritized for development and why, and for examples of valued development (i.e., favorite neighborhoods or projects that could be considered a good example for future development).
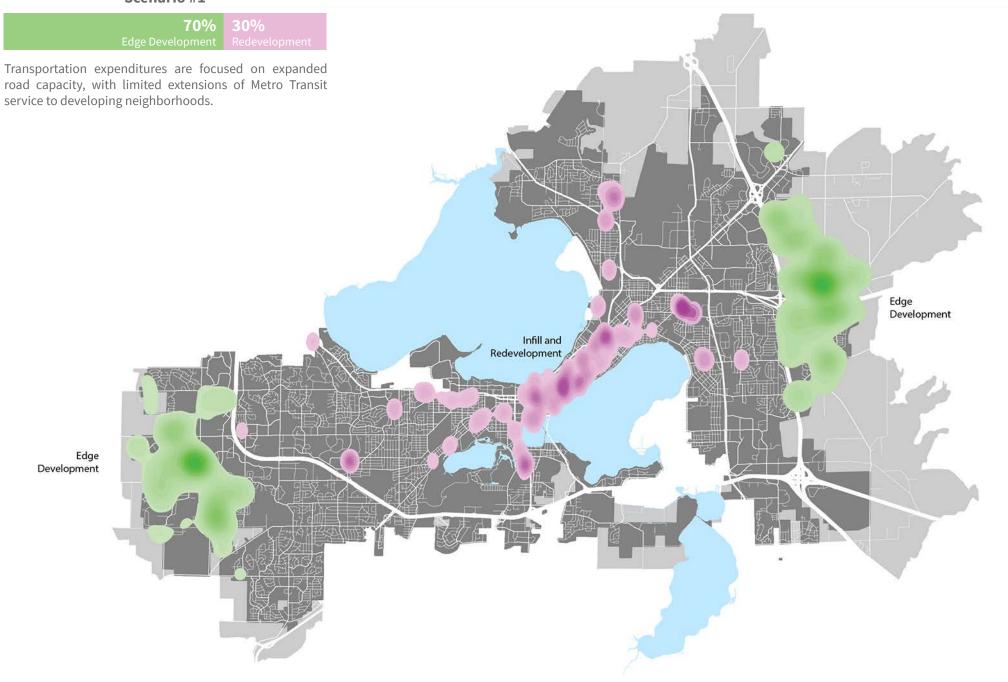
Public Input Results – Community Meetings and Resident Panels

Imagine Madison community meetings used UrbanFootprint in a different manner. Background information was provided to participants in an introductory presentation and via a series of displays that showed existing conditions for the percent of trips taken by non-car modes of transportation, walking minutes per day for adults, and miles driven per household per year (VMT). These maps conveyed the geographic differences between how people travel based on location.

Community meeting participants could explore select information from the same three scenarios that were provided on the Imagine Madison website. They were then asked to place dots on a map of the city and surrounding area to show where they thought the city should accommodate the 40,000 housing units anticipated in the next twenty years. As with the website, this was not a statistically valid survey, but of those electing to participate during community meetings, ninety-one percent of dots were placed in infill and redevelopment areas. A similar growth prioritization exercise was provided to Resident Panels, though none of the UrbanFootprint background information was included. Eighty-one percent of resident panel dots were placed in infill and redevelopment areas. The multiple

More Infill/Redev.   50/50 Split   More Edge

67%   20%   13%

Scenario #1

Transportation expenditures are focused on expanded road capacity, with limited extensions of Metro Transit service to developing neighborhoods.

Edge Development

Infill and Redevelopment

Edge Development

Scenario #2

50%	50%
Edge Development	Redevelopment
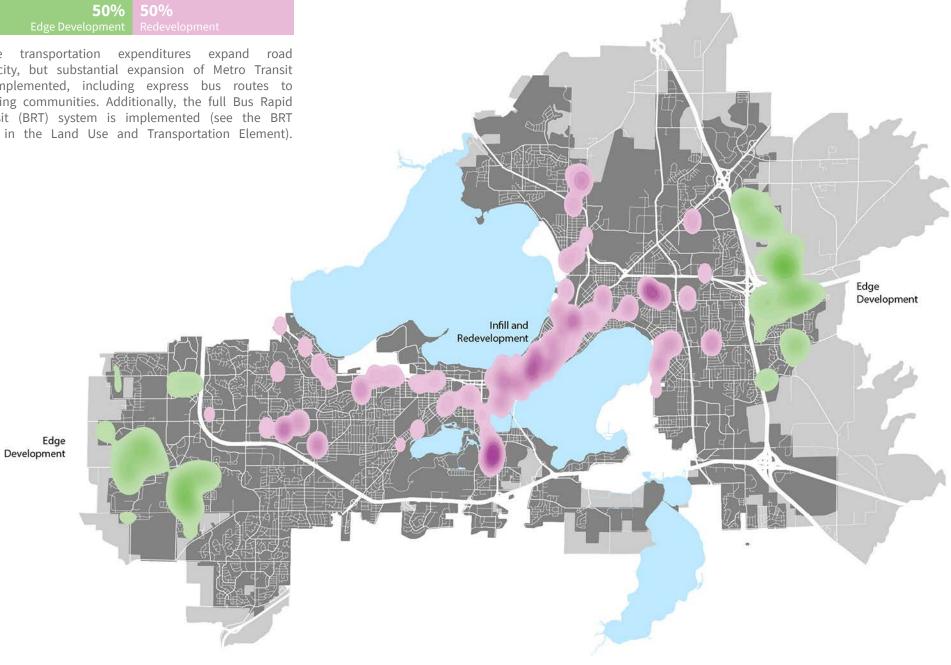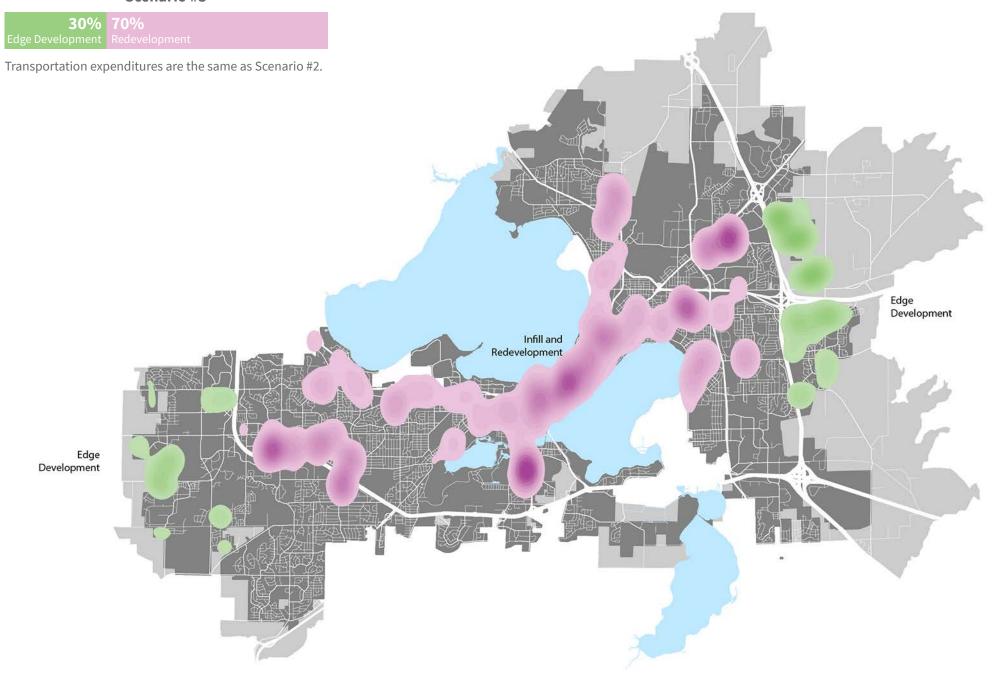
Some transportation expenditures expand road capacity, but substantial expansion of Metro Transit is implemented, including express bus routes to outlying communities. Additionally, the full Bus Rapid Transit (BRT) system is implemented (see the BRT map in the Land Use and Transportation Element).

Edge Development

Infill and Redevelopment

Edge Development

30%	**70%**
Edge Development	Redevelopment

Transportation expenditures are the same as Scenario #2.

Edge
Development

Infill and
Redevelopment

Edge
Development

choice and open-ended questions that were on the website were also provided to community meeting and Resident Panel participants.

Implications of Growth Prioritization Results

Implementation of the community's preference for growth to be largely accommodated through infill and redevelopment will be challenging. Redevelopment, when compared to edge development, will always have more residents nearby, some of whom may not agree with a given project. When contrasted with edge development, which tends to have very few (if any) neighbors, attempting to address stakeholder concerns with a proposed redevelopment project creates uncertainty in the development process. When combined with other redevelopment challenges that generally are not present in edge development, such as building demolition, a constrained site, potential environmental contamination, and maintaining transportation circulation, the market demand and the potential financial reward of redevelopment has to be substantial before a redevelopment project can proceed.

With all of the challenges associated with redevelopment, the benefits can sometimes be overlooked. Redevelopment projects frequently have access to existing transit service, the road and utility networks have already been constructed, no additional roads need to be maintained to serve redevelopment, the area is already covered by emergency services, and property values (and therefore property tax collections) are substantially higher for most redevelopment projects, among other factors. All this adds up to redevelopment generating more tax revenue for the City while creating fewer costs to be borne by property taxpayers. Not only is that better in the short term, but redevelopment also helps sustain the fiscal health of the City over the long term – fewer maintenance liabilities are generated, and the City doesn't have to depend as much upon revenues from new growth to pay for maintaining existing services and infrastructure.

There are also a number of environmental benefits to redevelopment. Because redevelopment tends to be more intensive, with smaller lots or larger buildings, there tends to be less energy use per resident or per employee. Water use per household tends to be lower as well. For example, multifamily buildings do not have as much lawn to irrigate, and single family homes, when built as part of a redevelopment or infill project, tend to be on smaller lots with smaller lawns. Redevelopment also reduces the amount of rural farmland and forested lands needed for edge development. Finally, infill and redevelopment are effective at reducing VMT[25] and the accompanying fossil fuel usage and air pollution if projects are planned and implemented with a connected and walkable street network, destinations that are accessible by walking and transit, and a diversity of land uses.

Of course, infill and redevelopment can have negative impacts. While overall VMT is reduced, local traffic may increase. Additionally, demand for low-cost or free on-street parking can increase. While harder to quantify, infill and redevelopment can change the general feel of an area, especially an area with a prevalence of historic buildings. While infill and redevelopment can add exciting new destinations, larger buildings are sometimes out of scale with their surroundings and are not always embraced by some residents who value the current look and feel of a corridor or neighborhood. Redevelopment can also lead to increased housing costs and commercial rents, as newer units typically rent for higher prices than development that may have previously been present on a redevelopment site. Loss of existing low-cost residential units and commercial spaces can lead to displacement of current residents and businesses.

Adoption of neighborhood and other sub-area plans which address land use, built form, public infrastructure investments, and other physical, and sometimes social, aspects of a neighborhood can help address concerns in advance of an actual proposal and reduce controversy and conflict for redevelopment, thus lessening one of the barriers to redevelopment.

UrbanFootprint and Madison's Future

While UrbanFootprint helps quantify the impacts of different styles of development, simply using the tool does not guarantee a desirable outcome. Detailed plans that address factors that are unique to a given area or corridor are still needed to ensure that complete neighborhoods – both those on the edge and those experiencing redevelopment – are created. However, UrbanFootprint does help to put numbers to many of the considerations (VMT/traffic, transit use, water use, energy use, emissions, health impacts, land consumption, and fiscal impacts) that are often overlooked when development or redevelopment is proposed. UrbanFootprint was used to analyze the future of the city in two different ways:

1. Three citywide scenarios were created to analyze the impacts of focusing on redevelopment versus edge development.

2. Scenarios were created for three specific areas of the city that have a high capacity for redevelopment and are planned for future Bus Rapid Transit (BRT) service to analyze the short-term and potential long-term impacts of substantial transit-oriented development around planned BRT routes.

The sections below describe the approach and outcomes of each analysis. It should be noted that none of the scenarios are plans – they simply represent different potential futures for the City, all of which comply with the Comprehensive Plan's Generalized Future Land Use Map.

Citywide UrbanFootprint Scenarios

The table on the next page summarizes citywide UrbanFootprint growth scenarios. All three scenarios assumed 70,000 new residents and 37,000 new employees are added to the city through 2040. The difference between the scenarios is where the new growth is accommodated.

The table on the next page summarizes the results of UrbanFootprint scenarios for selected metrics, with further analysis following the table. Note that UrbanFootprint analyzes conditions for all of Dane County, including both existing development and planned development in future scenarios. This means that new development can only have an incremental change on future outcomes for the entire area because there are already a substantial number of people living in Dane County. The county's 2015 population was 523,643, and the UrbanFootprint scenarios anticipate adding 70,000 residents to the city. With 70,000 new residents representing 13% growth for the county as a whole, the impacts of predicted city growth become diluted. As such, some metrics, such as water consumption, are not shown in the summary table because there is not a substantial difference between scenarios. However, there are still some

patterns that emerge that, in aggregate, represent meaningful differences in the outcomes attributable to the city's style of growth through 2040.

Land Consumption
The focus on accommodating growth through redevelopment in Scenario #3 results in an estimated 932 fewer acres of land that would transition from farmland to city development through 2040. As a comparison, the UW-Madison campus is just over 1,000 acres, the UW-Madison Arboretum is about 1,200 acres, and the entire isthmus (Park Street east to the Yahara River) is approximately 1,300 acres.

Energy Use
Scenario #3 results in 128.6 billion fewer British Thermal Units (BTUs) of energy consumed per year, based solely on the style of growth. Scenario #3 assumes more redevelopment, which tends to occur in multifamily buildings. Multifamily buildings are more energy efficient than single-family homes because there is less exterior wall and ceiling space per unit. With the average home in Wisconsin consuming 103 million BTUs of energy per year,[26] Scenario #3 results in about 1,250 homes worth of residential energy consumption that is eliminated when compared to Scenario #1. Considering that Scenario #1 only adds 36,400 dwelling units, this is a significant reduction in residential energy use.

Transportation-Related Greenhouse Gas Emissions
Transportation-related Greenhouse Gas (GHG) emissions appear to show a nominal decrease from Scenario #1 to Scenario #3. However, the EPA estimates that the typical passenger vehicle emits 4.6 metric tons of carbon dioxide per year.[27] Scenario #3 is equivalent to removing approximately 11,100 cars from the road, which represents a significant decrease in carbon emissions attributable to the land use pattern alone.

Fuel Costs
Scenario #3, which contains more redevelopment and transit investments than Scenario #1, results in the average Dane County household spending $106 less on gas per year than Scenario #1. With 252,653 households in the scenario, that represents a $26.6 million reduction in spending per year on gasoline. Assuming access to enhanced transit

Citywide UrbanFootprint Scenarios Summary

	Scenario #1: Edge Growth Focus	Scenario #2: Edge/Redevelopment Balance	Scenario #3: Redevelopment Focus
Population Growth: **Edge vs. Redevelopment**	49,000 edge; 21,000 redev.	35,000 edge; 35,000 redev.	21,000 edge; 49,000 redev.
Jobs Growth: **Edge vs. Redevelopment**	25,900 edge; 11,100 redev.	18,500 edge; 18,500 redev.	11,100 edge; 25,900 redev.
Roads, Highways, and Auto Infrastructure	Programmed and planned new arterials and collectors; programmed and planned major highway expansions (Interstate 39/90 south of Beltline, US 51- Stoughton Road, US 14 south of STH 138, US 12 West freeway past CTH K, US 12/18 East freeway past CTH N; US 151 - Verona Road); Beltline capacity expansion; additional cross-Beltline connections; North Mendota Parkway.	Programmed and planned new arterials and collectors; some programmed and planned major highway expansions (Interstate 39/90 south of Beltline, US 51 - Stoughton Road, US 151 - Verona Road); limited further Beltline expansion; additional cross-Beltline connections; North Mendota Parkway.	Programmed and planned new arterials and collectors; some programmed and planned major highway expansions (Interstate 39/90 south of Beltline, US 51 - Stoughton Road, US 151 - Verona Road); limited further Beltline expansion; additional cross-Beltline connections; North Mendota Parkway.
Transit	Incremental service improvements to existing system; enhanced service to peripheral Madison neighborhoods; enhanced service to existing Metro communities.	Improvements to existing system (including service to Monona and Sun Prairie); express bus lines to outlying areas (per Figure 15 of Madison Transit Corridor Study); currently planned BRT system (per Madison Transit Corridor Study).	Improvements to existing system (including service to Monona and Sun Prairie); express bus lines to outlying areas (per Figure 15 of Madison Transit Corridor Study); currently planned BRT system (per Madison Transit Corridor Study).

and a steady growth rate, households would save a total of about $577 million on gas between 2018 and 2040.[28] Overall, Scenario #3 anticipates approximately $100 million less in annual passenger vehicle transportation costs per year (about $400 per household) – a total of about $2.15 billion from 2018 through 2040.

Vehicle Miles Traveled
Scenario #3 has about 170 million fewer vehicle miles traveled (VMT) per year than Scenario #1, which is equivalent to removing the vehicles of about 9,100 households from roadways in Scenario #3 when compared to Scenario #1. Note that VMT numbers are analyzed for the entire county, so existing development tends to dilute the gains from new transit service and new transit-oriented development. Each scenarios add, on average, about 35,400 new households. If all the new miles traveled are assigned to new households, each new household drives about 16,600 miles/year in Scenario #1, 14,000 miles/year in Scenario #2, and 11,100 miles/year in Scenario #3. Reducing the average VMT per household is a critical part of mitigating increasing traffic as the region continues to add population and jobs.

In the case of these three scenarios, the reduction in VMT between Scenario #1 and #3 was achieved by adding BRT, adding express bus service, adding local bus service, and locating housing, jobs, and destinations in close proximity to each other and to transit.

The "UrbanFootprint and Bus Rapid Transit" section at the end of this Appendix has an additional comparison of what it means to locate housing and jobs next to transit.
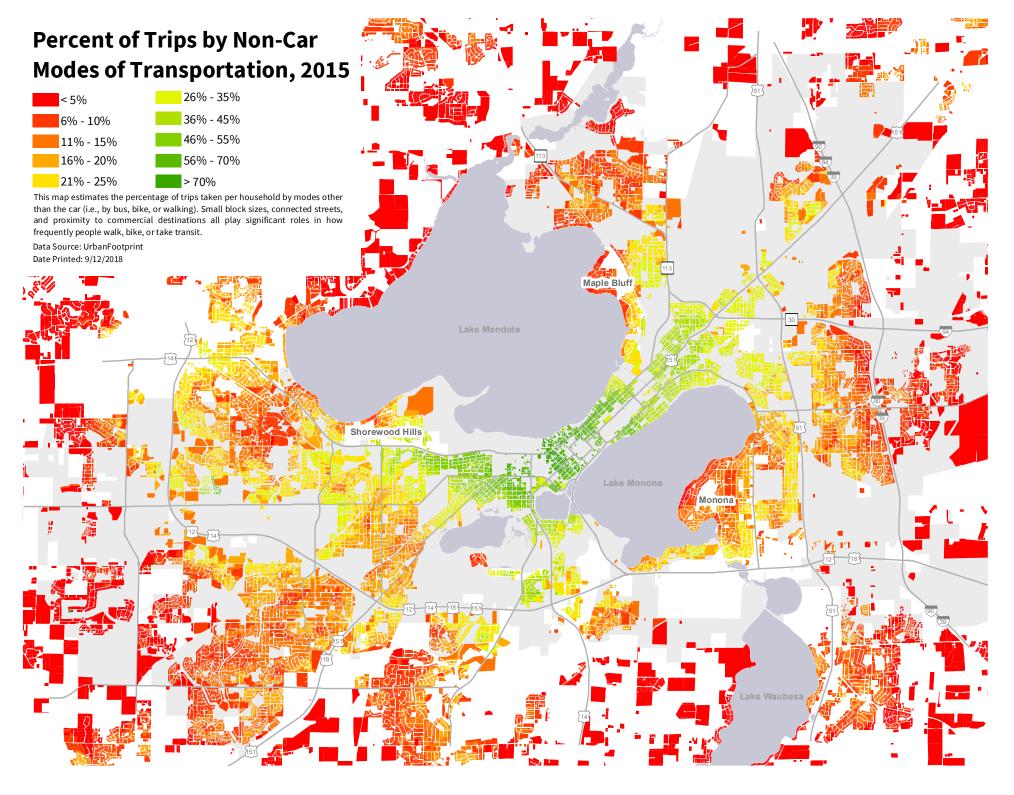
Transit Trips Per Day
Scenario #1 projects that Metro Transit ridership will increase by about 50% by 2040. While the future population stays constant through all three scenarios, the extension of additional transit service in Scenario #2 increases transit ridership by 38% over Scenario #1 and 108% over current conditions. Scenario #3, which has more growth occurring as redevelopment, increases transit ridership about 3% over Scenario #2 and 114% over current conditions. Expansion of the City's, and region's, transit system helps reduce the growing population's impact on traffic and provides an alternative to driving.
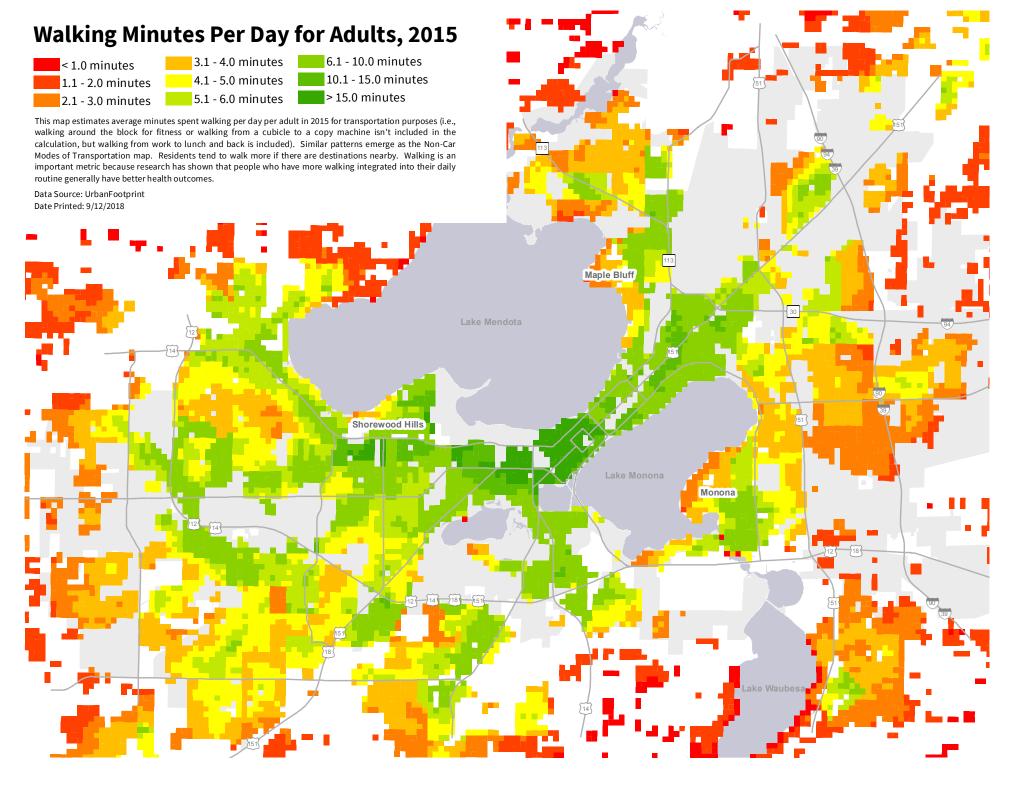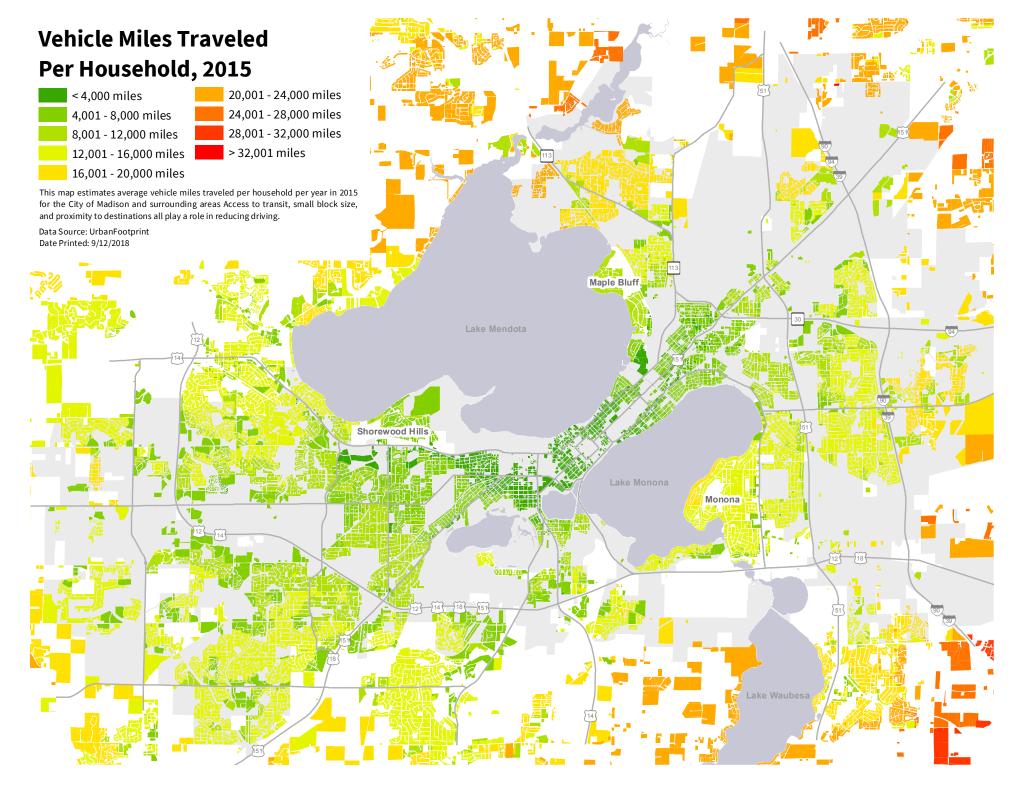
Citywide UrbanFootprint Maps
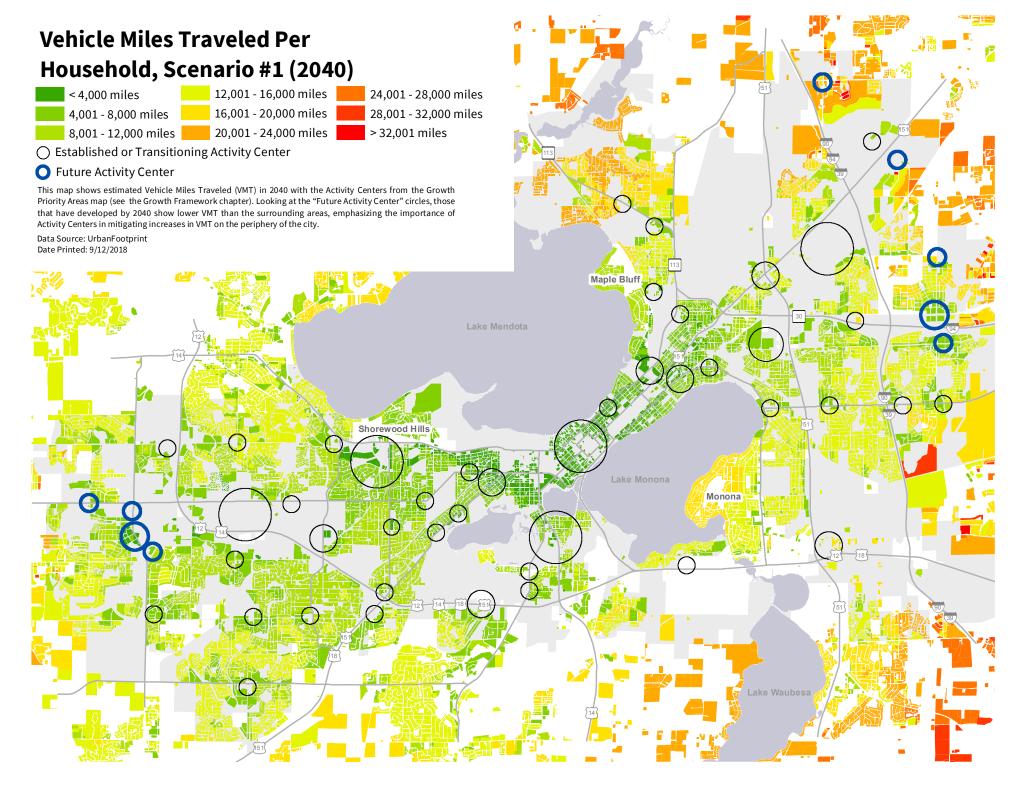
UrbanFootprint's strength is in its ability to not only provide numeric comparisons of future scenarios, but also to provide maps of existing and future conditions for the variety of modules that are available. The six maps on the following pages show existing and future conditions across a variety of metrics:

1. Percent of Trips by Non-Car Modes of Transportation, 2015
2. Walking Minutes Per Day for Adults, 2015
3. Vehicle Miles Traveled Per Household, 2015
4. Vehicle Miles Traveled Per Household, Scenario #1
5. Passenger Vehicle Greenhouse Gas Emissions Per Household, Scenario #2
6. Percent Change in Transit Use, Scenario #3

Percent of Trips by Non-Car Modes of Transportation, 2015

■ < 5%	■ 26% - 35%
■ 6% - 10%	■ 36% - 45%
■ 11% - 15%	■ 46% - 55%
■ 16% - 20%	■ 56% - 70%
■ 21% - 25%	■ > 70%

This map estimates the percentage of trips taken per household by modes other than the car (i.e., by bus, bike, or walking). Small block sizes, connected streets, and proximity to commercial destinations all play significant roles in how frequently people walk, bike, or take transit.

Data Source: UrbanFootprint
Date Printed: 9/12/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Walking Minutes Per Day for Adults, 2015

Legend:
- < 1.0 minutes
- 1.1 - 2.0 minutes
- 2.1 - 3.0 minutes
- 3.1 - 4.0 minutes
- 4.1 - 5.0 minutes
- 5.1 - 6.0 minutes
- 6.1 - 10.0 minutes
- 10.1 - 15.0 minutes
- > 15.0 minutes

This map estimates average minutes spent walking per day per adult in 2015 for transportation purposes (i.e., walking around the block for fitness or walking from a cubicle to a copy machine isn't included in the calculation, but walking from work to lunch and back is included). Similar patterns emerge as the Non-Car Modes of Transportation map. Residents tend to walk more if there are destinations nearby. Walking is an important metric because research has shown that people who have more walking integrated into their daily routine generally have better health outcomes.

Data Source: UrbanFootprint
Date Printed: 9/12/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Vehicle Miles Traveled Per Household, 2015

Legend:
- < 4,000 miles
- 4,001 - 8,000 miles
- 8,001 - 12,000 miles
- 12,001 - 16,000 miles
- 16,001 - 20,000 miles
- 20,001 - 24,000 miles
- 24,001 - 28,000 miles
- 28,001 - 32,000 miles
- > 32,001 miles

This map estimates average vehicle miles traveled per household per year in 2015 for the City of Madison and surrounding areas Access to transit, small block size, and proximity to destinations all play a role in reducing driving.

Data Source: UrbanFootprint
Date Printed: 9/12/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Vehicle Miles Traveled Per Household, Scenario #1 (2040)

Legend:
- **< 4,000 miles**
- **4,001 - 8,000 miles**
- **8,001 - 12,000 miles**
- **12,001 - 16,000 miles**
- **16,001 - 20,000 miles**
- **20,001 - 24,000 miles**
- **24,001 - 28,000 miles**
- **28,001 - 32,000 miles**
- **> 32,001 miles**

○ Established or Transitioning Activity Center

◉ Future Activity Center

This map shows estimated Vehicle Miles Traveled (VMT) in 2040 with the Activity Centers from the Growth Priority Areas map (see the Growth Framework chapter). Looking at the "Future Activity Center" circles, those that have developed by 2040 show lower VMT than the surrounding areas, emphasizing the importance of Activity Centers in mitigating increases in VMT on the periphery of the city.

Data Source: UrbanFootprint
Date Printed: 9/12/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Passenger Vehicle Greenhouse Gas Emissions Per Household, Scenario #2 (2040)

■	< 2.0 metric tons	■	5.1 - 6.0 metric tons
■	2.1 - 3.0 metric tons	■	6.1 - 7.0 metric tons
■	3.1 - 4.0 metric tons	■	> 7.0 metric tons
■	4.1 - 5.0 metric tons		

This map shows estimated passenger vehicle greenhouse gas emissions (GHGs) per household in 2040. Households in multifamily development tend to emit less passenger vehicle GHGs per household than households in single family development that are in a similar location. Single family households that are close to downtown, and therefore closer to destinations that are accessible via biking and transit, also emit far fewer passenger vehicle GHGs per household than development on the edge of the city.

Data Source: UrbanFootprint
Date Printed: 9/12/2018

Percent Change in Transit Use, Scenario #3 (2040)

Decrease	101% - 200%
1% - 50%	> 200%
51% - 100%	New Transit Use

— **Bus Rapid Transit Routes**

— **New Metro Transit Service**

This map shows estimated changes in transit use if the assumed expansion of Metro Transit service and creation of bus rapid transit occurs. Expansion of transit is paired with the more intense redevelopment that is assumed in Scenario #3. There is a significant increase in ridership where new service is provided (darker green on the map) and new transit riders in outlying areas (dark blue). There is also an increase in ridership in areas along BRT routes, which are already well-served by transit, but still see a benefit from the higher level of service that BRT provides.
Data Source: UrbanFootprint
Date Printed: 9/12/18

UrbanFootprint Bus Rapid Transit Nodes Analysis

In addition to the three citywide scenarios, UrbanFootprint scenarios were developed to compare development within three areas that have significant capacity for infill and redevelopment and are planned for Bus Rapid Transit service. These three areas are shown on the map on the next page.

There are opportunities for both near-term infill and redevelopment in all three areas, as well as long-term infill at a scale that could lead to redevelopment similar to what the Hilldale area has begun to experience. While there are no detailed plans in place to guide such a substantial change to these areas, an UrbanFootprint analysis was run as an exercise to see what the potential impacts of such development would be when compared with accommodating the same number of people and employees within edge development areas (see the peripheral growth areas on the Growth Priority Areas map on page 16).

The following table summarizes the current population and jobs within the BRT nodes (according to the US Census Bureau and InfoUSA), along with potential near-term (over the next 10-20 years) additions in population and jobs through redevelopment and long-term (20+ years) infill and redevelopment. As a comparison, the isthmus (Park Street to the Yahara River) contained about 40,000 residents and 39,000 jobs on 1,336 acres in 2015. The combined BRT nodes are about three times larger than the isthmus, encompassing 3,914 acres. It should be noted that, even in the Long Term scenario, not all land in the BRT areas is assumed to be redeveloped/infilled – about 850 acres is assumed for redevelopment/infill. Overall, the 850 acres of infill can accommodate about the same amount of development as approximately 2,900 acres (4.5 square miles) of edge development, if areas on the periphery of the city developed consistent with the Generalized Future Land Use Map and Neighborhood Development Plans. With additional rights-of-way, the peripheral acreage would be even larger. The conceptual renderings on the following pages illustrate what the near-term and potential long-term development could be within certain parts of the three BRT areas.

Planned BRT Routes with Station Areas

— Planned BRT Routes

▭ UrbanFootprint BRT Nodes

Data Source: Madison Area MPO, City of Madison Planning Division
Date Printed: 5/25/2018

UrbanFootprint BRT Areas Summary

	Population	Jobs
BRT Areas – Current	13,000	35,600
BRT Areas – Near Term (redevelopment in scattered areas; includes current population and jobs)	20,600	43,400
BRT Areas – Long Term (substantial build out of potential infill/ redevelopment areas; includes current and Near Term population and jobs)	68,000	93,300

West Towne Mall Area –
Near-Term Concept

West Towne Mall Area –
Long-Term Concept

**South Area –
Near-Term Concept**

**South Area –
Long-Term Concept**

East Towne Area –
Near-Term Concept

East Towne Area –
Long-Term Concept

The table to the right summarizes metrics that compare redevelopment within the BRT areas (the large purple dots on the Growth Priority Areas map on page 16 of this Plan) to accommodate the same number of residents and employees in edge development (the yellow areas on the Growth Priority Areas map). Some additional metrics are also provided to show the estimated impact of transit-oriented development on things like walk minutes per day.

As would be expected, accommodating growth via redevelopment virtually eliminates the consumption of agricultural and wooded lands. Residential energy use is also reduced, as most redevelopment tends to occur as multifamily development, which is more energy efficient because there is less exterior wall and roof area per unit. Greenhouse gas emissions attributable to passenger vehicles remains virtually the same because of the larger amount of commercial space within the BRT areas, which attracts more passenger vehicles from outside of the area than the Edge Development scenario.

Vehicle miles traveled per household is cut by more than half – a substantial change that can be attributed to placing more intense development in close proximity to high-capacity, frequent transit service. This reduction also obviously means a reduction in the GHG emissions attributable to driving. Residents take about 65% more trips via transit when development is focused around newly provided BRT service. Walk minutes per day increase by 83% - with more intense, mixed-use development, there are more destinations within easy walking distance and also more frequent transit service to walk to. Finally, outdoor residential water use is decreased by two-thirds in the BRT scenario, as there is less lawn to water for residential infill/redevelopment.

Summary

The above scenarios are meant to provide a numerical comparison, based on the UrbanFootprint modeling software, of how the city is impacted by different approaches to growth. While the city will not grow precisely as envisioned in any given scenario, knowing the potential outcomes of different styles of growth across a variety of metrics can help inform decisions on transportation expenditures and land use planning.

UrbanFootprint BRT Area Infill/Redevelopment Comparison With Edge Development

	Scenario A: Edge Development	Scenario B: BRT Areas	Percent Change
Agriculture/Woodland/Rural Land Consumed (acres)	2,900	16*	-99.4%
Annual Energy Use – Residential (BTUs/year, in trillions)	2.04	1.81	-11.3%
Transportation-Related Greenhouse Gas Emissions for Passenger Vehicles (metric tons/year)	289,000**	290,000**	+0.3%**
Vehicle Miles Traveled (household/year)~	8,100	3,890	-51.0%
Transit Trips/day	16,789	27,754	+65.3%
Adult Walk Minutes/day	3.32	6.09	+83.4%
Residential Outdoor Water Use (millions of gallons/year)	207	69	-66.7%

Note: All numbers assume that the only changes from 2015 are to land use and transportation to isolate the impacts of different styles of development. Annual gasoline costs per household are not available for smaller project areas.

* Some portions of University Research Park, which is included in the west BRT area, are currently undeveloped.

** There is no substantial difference because the BRT areas contain a much larger amount of total commercial space and employment, which attracts more passenger vehicles. With the BRT Areas scenario having 22% more total jobs and the same population as the Edge Development scenario, having GHG emissions be virtually the same is an indication of the impact of providing a high level of transit service – the BRT Areas scenario supports 16,800 more jobs than the Edge Development scenario without generating more passenger vehicle emissions.
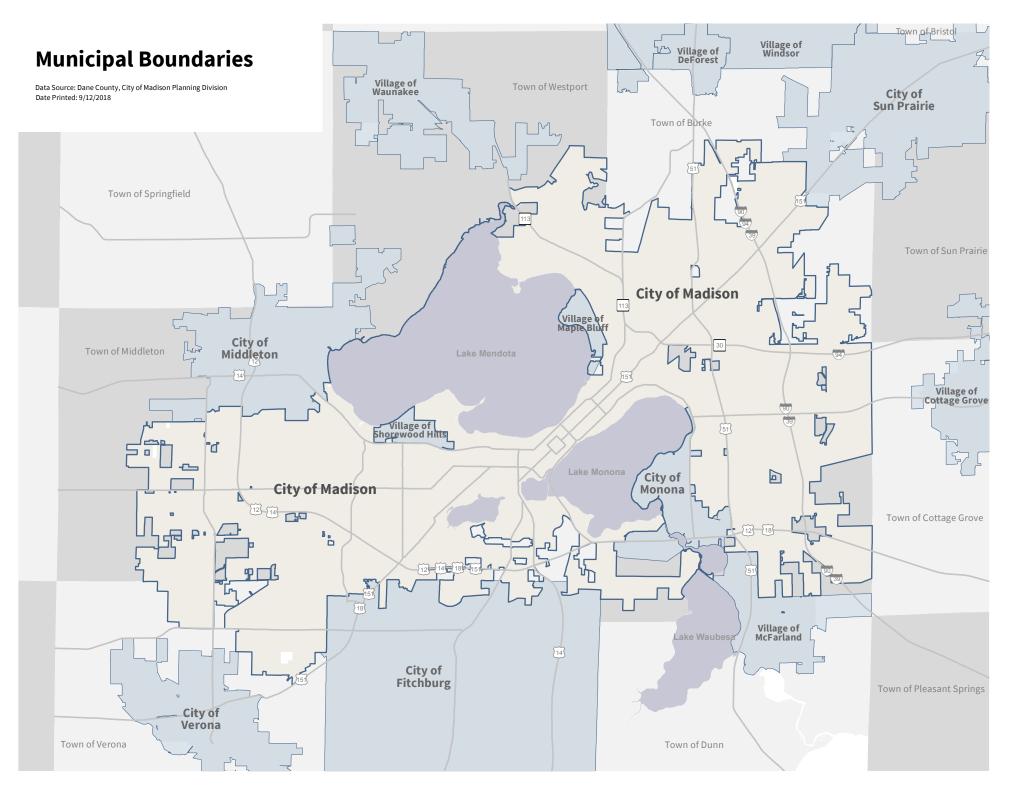
~ Because so much of the total VMT is attributable to people driving to the scenario areas from outside the boundaries, VMT/HH/year is used instead of total VMT to illustrate the impact of households being located in close proximity to high-frequency transit.
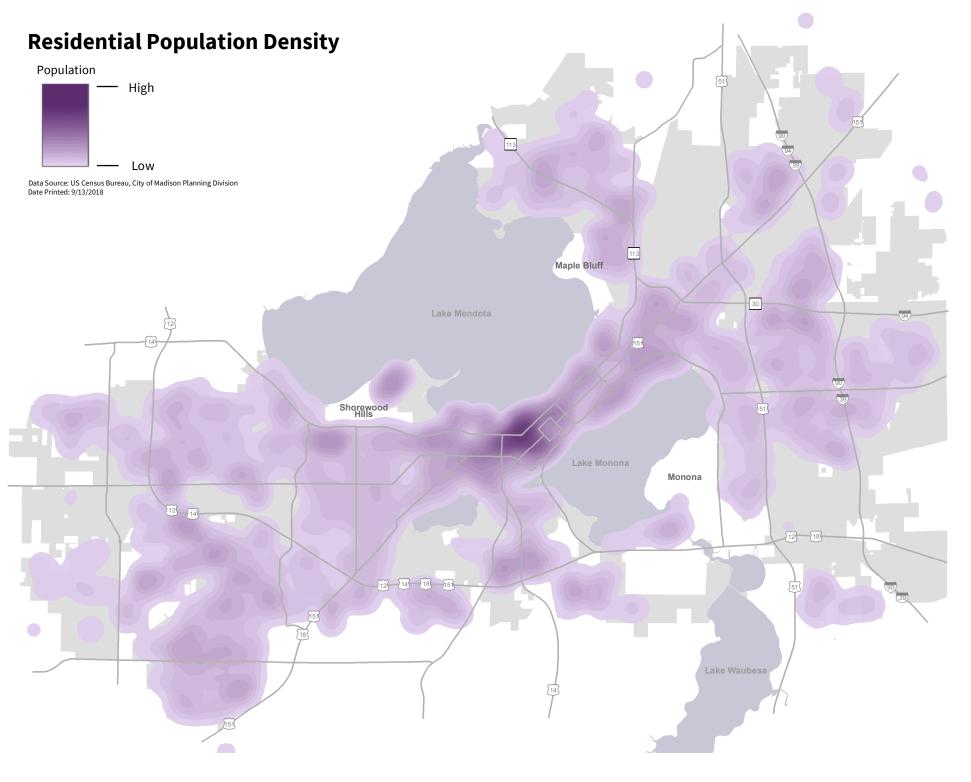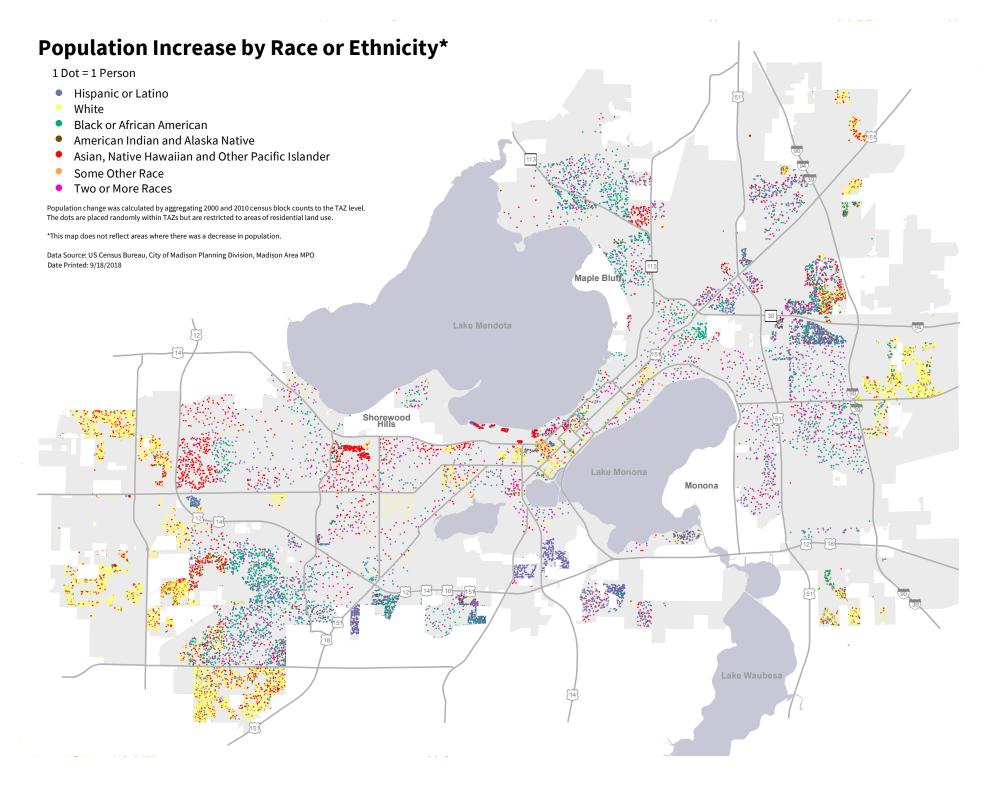
REFERENCE MAPS
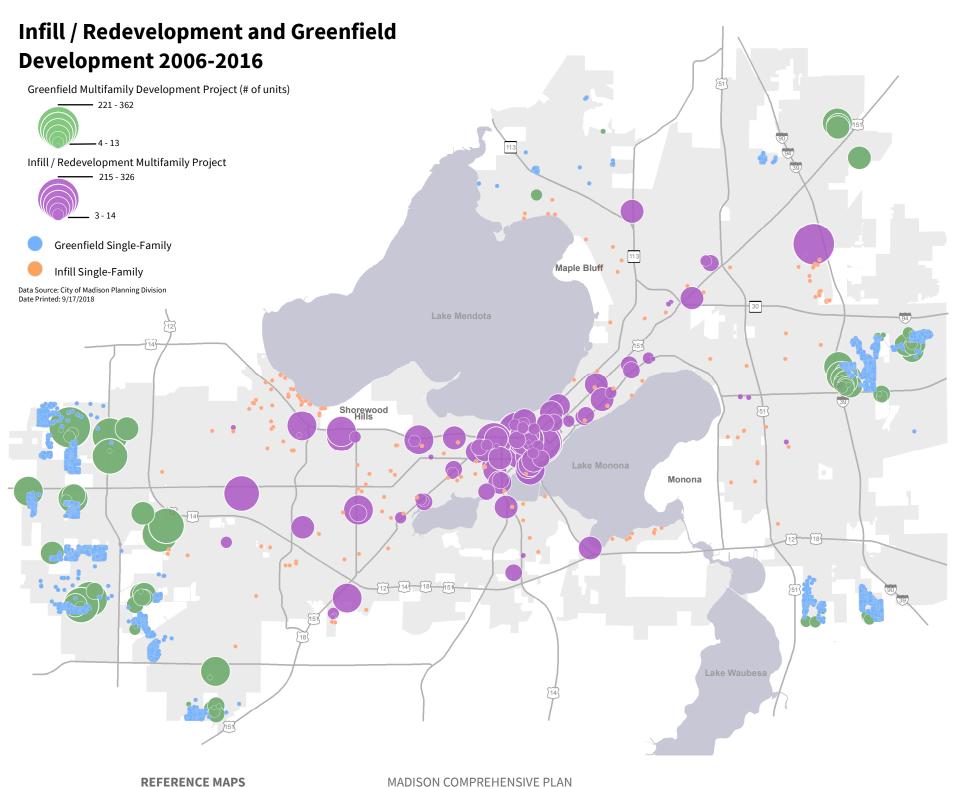
The following reference maps are provided to offer additional context for the contents of this Plan. Additionally, several of these maps have been included to meet the requirements for comprehensive plans found in §66.1001, Wisconsin State Statutes. Maps are ordered generally to correspond with the outline of the six Elements within the Plan, though individual maps are not individually tied to specific Elements, Goals, Strategies, or Actions.

Municipal Boundaries

Data Source: Dane County, City of Madison Planning Division
Date Printed: 9/12/2018

Village of Waunakee

Town of Westport

Village of DeForest

Village of Windsor

Town of Bristol

City of Sun Prairie

Town of Springfield

Town of Burke

Town of Sun Prairie

City of Madison

Village of Maple Bluff

Lake Mendota

City of Middleton

Town of Middleton

Village of Shorewood Hills

City of Madison

Lake Monona

City of Monona

Village of Cottage Grove

Town of Cottage Grove

City of Fitchburg

Lake Waubesa

Village of McFarland

City of Verona

Town of Verona

Town of Dunn

Town of Pleasant Springs

Residential Population Density

Population

High

Low

Data Source: US Census Bureau, City of Madison Planning Division
Date Printed: 9/13/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Population Increase by Race or Ethnicity*

1 Dot = 1 Person

- Hispanic or Latino
- White
- Black or African American
- American Indian and Alaska Native
- Asian, Native Hawaiian and Other Pacific Islander
- Some Other Race
- Two or More Races

Population change was calculated by aggregating 2000 and 2010 census block counts to the TAZ level. The dots are placed randomly within TAZs but are restricted to areas of residential land use.

*This map does not reflect areas where there was a decrease in population.

Data Source: US Census Bureau, City of Madison Planning Division, Madison Area MPO
Date Printed: 9/18/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Infill / Redevelopment and Greenfield Development 2006-2016

Greenfield Multifamily Development Project (# of units)

221 - 362

4 - 13

Infill / Redevelopment Multifamily Project

215 - 326

3 - 14

Greenfield Single-Family

Infill Single-Family

Data Source: City of Madison Planning Division
Date Printed: 9/17/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Exisiting Land Use

- Agriculture and Vacant
- Commercial
- Industrial (Includes Airport)
- Institutional
- Park and Open Space
- Residential

Data Source: City of Madison Planning Division
Date Printed: 9/13/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Development by Decade

Year of Construction

- Before 1900
- 1900-1909
- 1910-1919
- 1920-1929
- 1930-1939
- 1940-1949
- 1950-1959
- 1960-1969
- 1970-1979
- 1980-1989
- 1990-1999
- 2000-2009
- 2010-2016

Data Source: City of Madison Planning Division, Assessor's Office
Date Printed: 9/13/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Active Living Index

Score (0-100)

Higher score indicates conditions conducive to active living

	0 - 5		21 - 25
	6 - 10		26 - 35
	11 - 15		36 - 50
	16 - 20		51 - 76

City of Madison

Data Source: Madison Area MPO, City of Madison Planning Division
Date Printed: 9/13/2018

Lake Mendota

Maple Bluff

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Functional Classification of Roads

- **Principal Arterials- Interstate** (blue)
- **Principal Arterials- Other Freeways** (dark red)
- **Principal Arterials** (red)
- **Minor Arterials** (green)
- **Collectors - Urban** (orange)
- **Collectors - Rural** (yellow)
- **Local or Private Road** (gray)

Data Source: Madison Area MPO; City of Madison Planning Division
Date Printed: 9/17/2018

Lake Mendota

Maple Bluff

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Vehicle Traffic Volume

Average Daily Traffic Count

	200 - 5,000
	5,001 - 10,000
	10,001 - 15,000
	15,001 - 25,000
	25,001 - 40,000
	40,001 - 60,000
	60,001 - 120,000
	120,001+

* Most local streets (which typically have very low volumes) are not counted

Data Source: City of Madison Planning Division, City of Madison Traffic Engineering, Wisconsin DOT
Date Printed: 9/24/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Metro Transit Routes

Service Type

— **All Day Service**

— **Peak Hour Service**

— **Other Service**

Data Source: Madison Area MPO, City of Madison Planning Division
Date Printed: 9/13/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Employment Density

Number of Employees

High

Low

Data Source: InfoUSA, City of Madison Planning Division
Date Printed: 9/17/2018

Lake Mendota

Maple Bluff

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Natural Limitations for Building Site Development

- ▨ Not rated
- ▨ Not limited
- ▨ Somewhat limited
- ▨ Very limited

* "Not limited" indicates the soil has features that are favorable for the site development. "Very limited" indicates the soil has one or more features that are unfavorable for site development.

▢ City of Madison

Data Source: Dane County, City of Madison Planning Division
Date Printed: 9/24/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Natural Features

Protected Open Space or Environmental Corridor

Wetland

100 Year Floodplain

Woodlands

Streams

Data Source: Dane County, City of Madison Planning Division
Date Printed: 9/24/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Productive Agricultural Soils

Legend:
- Prime Farmland
- Prime Farmland if Drained and/or Protected
- Not Prime Farmland
- Developed Area
- City of Madison

Data Source: Dane County, City of Madison Planning Division
Date Printed: 9/24/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Watersheds

━━ Watershed

── Sub-watershed

Data Source: City of Madison Planning Division
Date Printed: 9/24/2018

Yahara River Basin

Koshkonong Creek Maunesha River Basins

Wisconsin River Basin

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Sugar - Pecatonica River Basins

Lake Waubesa

Yahara River Basin

Mineral Resources

■ Quarry or Mineral Extraction Permit Site*

▦ Gravel Deposit Site**

* Quarries shown were generated from the Dane County 2010 Land Use database, those areas represented as quarry in the Dane County Soils file and mineral extraction permit sites from Dane County.

** Gravel deposit sites were identified based on Dane County Soils information.

Data Source: Dane County, City of Madison Planning Division
Date Printed: 9/13/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Exisiting and Proposed Park and Open Space

- City of Madison Parks
- Other Public Parks / Open Space

Data Source: City of Madison Parks,
City of Madison Planning Division
Date Printed: 9/13/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Stormwater System

Stormwater Drainage Facilities

- ——— Existing Storm Pipe over 36"
- ███ Existing Drainage Greenways
- ███ Existing Detention Facilities
- ▭ Sub-Watershed
- ——— Streams

Data Source: Dane County, City of Madison Planning Division, Engineering Division

Date Printed: 9/13/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Public Wastewater System

Existing Wastewater Facilities

▲ MMSD Sewerage Treatment Plant

Gravity Wastewater Interceptor
Madison Metropolitan Sewerage District
City of Madison

Forcemain Wastewater
Madison Metropolitan Sewerage District
City of Madison
Village of Cottage Grove

Wastewater Pumping Station
● Madison Metropolitan Sewerage District
● City of Madison

Drainage Sub-Areas (Alternating colors)

Data Source: City of Madison Engineering, City of Madison Planning Division
Date Printed: 9/17/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Capital Improvement Projects

2018 5-Year Capital Improvement Plan

Project Type

● Facility Renovation / Construction

● Parks

● Transportation

● Utilities

—— Engineering Street Projects

Data Source: City of Madison Planning Division
Date Printed: 9/13/2018

Lake Mendota

Maple Bluff

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Fire and EMS Facilities

* **✳** Fire Station with Emergency Medical Services
* **●** Fire Station
* **●** Planned Fire Station

Engine First Response Districts

1	6	11
2	7	12
3	8	13
4	9	
5	10	

Data Source: City of Madison Fire Department,
City of Madison Planning Division
Date Printed: 9/13/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Fire Station # 10
Fire Station # 11
Fire Station # 8
Fire Station # 13
Fire Station # 3
Fire Station # 5
Fire Station # 1
Fire Station # 9
Fire Station # 4
Fire Station #14
Fire Station # 2
Fire Station # 12
Fire Station # 6
Fire Station # 7

Police Stations and Districts

Police Districts

- Central
- East
- Midtown
- North
- South
- West
- ⬤ Police Station

Data Source: City of Madison Police Deptarment,
City of Madison Planning Division

Date Printed: 9/13/2018

Hospitals, Clinics, and Child Care Facilities

H Hospitals

● Primary Care Clinics

• Child Care Facilities Serving 4-12 Year Olds

Data Source: InfoUSA, City of Madison Planning Division
Date Printed: 9/12/2018

Maple Bluff

Lake Mendota

Shorewood Hills

Lake Monona

Monona

Lake Waubesa

Community, Neighborhood, and Senior Centers, and Libraries

▲   Community, Neighborhood, or Senior Center

🟣   Central Library

🔴   Madison Public Library Branch

Data Source: City of Madison Planning Division
Date Printed: 9/27/2018

Lakeview

Maple Bluff

Lake Mendota

Hawthorne

Shorewood Hills

Pinney

Alicia Ashman

Central

Lake Monona

Monroe Street

Monona

Sequoya

South Madison

Lake Waubesa

Meadowridge

GLOSSARY OF TERMS

Accessory Dwelling Unit – A second dwelling unit contained within a single-family dwelling or within a detached building located on the same lot as a single-family dwelling. This definition includes accessory buildings constructed in connection with a private garage or a private garage converted into a dwelling unit.

Activity Center – An intensively developed area that is the visual and/or functional center of a neighborhood(s) or a district. Activity centers are typically comprised of a mix of land uses developed at a higher intensity than the surrounding area including residential, commercial, employment, civic, institutional, and parks and open space uses.

Affordable Housing Fund – A City of Madison program to provide loans and grants to for-profit and non-profit housing developers for the construction of new affordable rental housing.

Agrihood – A neighborhood with a working farm integrated into its urban or suburban surroundings that provides or sells its crops and other agricultural products to neighborhood residents and the surrounding community through farm stands, CSA shares, local retailers, and farmers' markets.

Anaerobic Digester – The built system where anaerobic digestion takes place. Anaerobic digestion is the natural process in which microorganisms break down natural materials. (Source: U.S. EPA)

Artificial Intelligence (AI) – A branch of computer science dealing with the simulation of intelligent behavior in computers or the capability of a machine to imitate intelligent human behavior. (Source: Merriam-Webster Dictionary)

Autonomous Vehicles – Vehicles that can drive themselves from a starting point to a predetermined destination in "autopilot" mode using various in-vehicle technologies and sensors, including adaptive cruise control, active steering (steer by wire), anti-lock braking systems (brake by wire), GPS navigation technology, lasers and radar. (Source: Gartner)

Beach Exclosure – A treatment system that pumps water from inside a closed off area of a beach through filtration, UV disinfection, then releases treated water back into the swimming area. (Source: INFOS Yahara Lakes)

Biodiversity – The variety of life in a particular habitat, including plants, trees, and animals. (Source: Oxford Dictionaries)

Biogas – A gaseous fuel, primarily methane, produced by the breakdown of organic matter in the absence of oxygen. (Sources: Dictionary.com, Wikipedia)

Bus Rapid Transit (BRT) – A high-capacity bus system with features that are similar to a light rail system, such as frequent service, dedicated bus lanes, off-board fare collection, fewer stops, and traffic signal priority. (Source: Institute for Transportation and Development Policy)

Capital Area Regional Planning Commission (CARPC) – One of nine commissions in Wisconsin established to coordinate planning and development among area municipalities. CARPC develops and promotes regional plans, provides objective information and professional planning services, and focuses local attention on issues of regional importance.

CARPC carries out land use planning and areawide water quality management planning for the greater Madison region. State statutes charge it with the duty of preparing and adopting a master plan for the physical development of the region. The Department of Natural Resources contracts with the Commission to maintain a continuing areawide water quality management planning process to manage, protect, and enhance the water resources of the region. (Source: CARPC)

Capital Costs – The capital costs are expenses associated with purchasing assets such as land, buildings, and equipment. (Source: Investopedia)

Capital Budgeting – A plan for what assets (such as land, buildings, construction, and equipment) will be purchased over a year or more time.

City Expansion Areas – Portions of the City that are expected to have future development, including housing, businesses, and more.

City Fees – Costs paid by developers or users of City services, such as building permits, development review fees, and parkland dedication fees.

City Home Rehabilitation Loans – Financial incentives to invest in housing units in need of rehabilitation, resulting in an improved housing stock.

Competitive Advantage – When a city, business, or other entity is able to produce a good or service at a lower price or in a more desirable fashion for customers or customers when compared to competing municipalities or region. (Source: Investopedia)

Complete Street – Streets that are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. (Source: Smart Growth America)

Complete Neighborhood – A neighborhood where a mix of residential and non-residential buildings are in close proximity to each other with multiple transportation options. This enables community members to reach destinations needed for daily living (like grocery stores, schools, banks, and more) quickly, conveniently, and safely.

Connected Vehicle – A car or other vehicle that communicates with the internet, infrastructure, and/or other vehicles. This can allow a car to estimate the cost of a trip, be alerted to traffic, and perform many other activities. (Source: Center for Advanced Automotive Technology)

Context-Sensitive Design – Development that is well-integrated into the character of the surrounding neighborhood, and including considerations such as height and bulk, setback from the street, width along the street frontage, and site infrastructure, among others.

Development District – Key areas identified to target employment and housing growth within mixed-use, transit-oriented development. These are areas where City eco-

nomic development tools can be aligned, removing barriers to quality development.

Double Dollars Program – A program for FoodShare (Wisconsin's version of the federal Supplemental Nutrition Assistance Program) users in Dane County, offering a dollar-for-dollar match for purchases at participating farmers' markets, farm stands, and food retail locations. The program is available year-round at sites throughout the Madison area.

Easement – A legal tool that grants one party the right to use property that another party owns and possesses. (Source: Investopedia, Merriam-Webster Dictionary)

E-Commerce – Activities that relate to the buying and selling of goods and services over the Internet. (Source: Merriam-Webster Dictionary)

Edge Development – Also known as greenfield development: development of vacant, agricultural, or forested land on the periphery of the city that has not been previously developed.

Equitable Hiring Initiative – A checklist and guide to ensure each hiring decision for the City of Madison is as equitable as possible.

Equity Review – A series of questions to ask to ensure that the impacts on all community members, especially communities of color and low-income populations, are being considered when making decisions.

Extraterritorial Plat Approval Jurisdiction – A statutory tool to review land divisions outside city and village boundaries in anticipation of urban development.

Floor Area Ratio (FAR) – The measurement of a building's floor area in relation to the size of the building's lot or parcel. FAR is an effective way to calculate the bulk or mass of building volume on a development site, and is often used in conjunction with other development standards such as building heights, lot coverage, and lot area to encourage a community's desired arrangement and form of development. (Source: Metropolitan Council (MN))

Focus on Energy Program – Wisconsin's energy efficiency and renewable resource program that partners 108 Wisconsin electric and natural gas utilities with homeowners, business owners, local governments, and others to install energy efficiency and renewable energy projects. (Source: Focus on Energy)

Geothermal – Heat derived below the earth's surface that is harnessed to generate clean, renewable energy. (Source: U.S. Department of Energy)

Graywater – Wastewater gathered from sinks, bathtubs, and washing machines (but not wastewater from toilets). (Source: APA, A Planners Dictionary)

Greenfield Development – Also known as edge development: development of vacant, agricultural, or forested land on the periphery of the city that has not been previously developed.

Greenhouse Gas – Gases that trap heat in the atmosphere. Common greenhouse gases include carbon dioxide, methane, nitrous oxide, and fluorinated gases. Livestock, heavy industry, and burning of fossil fuels are top producers of greenhouse gases. (Source: U.S. EPA)

Green Infrastructure – A method of treating, infiltrating, and/or reducing stormwater through the use of permeable pavement, bioswales, raingardens, green roofs, and other methods that retain or infiltrate water on-site, rather than send it into the storm sewer and on to streams and lakes.

Green Roofs – A roof covered with soil (or other growing media) and vegetation that retains, then evaporates water. (Source: U.S. EPA)

Greenway – Linear corridors of land and water and the natural, cultural, and recreational resources they link together. (Source: Massachusetts Office of Energy and Environmental Affairs)

Gross Domestic Product (GDP) – A major indicator used to gauge the health of a region or country's economy. It represents the total dollar value of all goods and services

produced over a specific time period, often referred to as the size of the economy. (Source: Investopedia)

Healthy Retail Access Program – A program created by Madison's Food Policy Council that provides funds for healthy retail projects that aim to improve access to affordable, healthy, and culturally appropriate food and retail within underserved areas.

Historic District – A significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. A local, state, or the federal government can officially recognize districts. (Source: U.S. National Park Service)

Historic Landmark, Local – Any improvement which has architectural, cultural, or historic character or value reflecting the development, heritage or cultural characteristics of the City, state, or nation; or land of historic significance due to a substantial value in tracing the history of humankind, or upon which an historic event has occurred, and which has been designated as a landmark.

Historic Preservation Plan – A plan to provide a framework for future preservation that goes beyond the City's current, primarily regulatory, role. It will recommend strategies to more effectively integrate historic preservation into public policy, explore zoning and land use tools, capitalize on economic development and financial incentives, and encourage heritage tourism.

Human-Scaled Design – The perceived size of a building relative to a human being. A building is considered to have good human scale if there is an expression of human activity or use that indicates the building's size. For example, traditionally sized doors, windows, and balconies are elements that respond to the size of the human body, so these elements in a building indicate the building's overall size. (Source: Burien, WA)

Infill Development – Development of vacant or underused lots that are surrounded by developed areas.

Invasive Species – A living organism that is not native to an ecosystem, spreads/reproduces rapidly, and causes harm to the environment, the economy, or human health.

Jobs TIF Program – The use of tax increment financing to provide assistance to employers for the purpose of creating or retaining jobs within the City.

Leapfrog Development – New development separated from existing development by substantial vacant or agricultural land.

LEED – An acronym for "Leadership in Energy and Environmental Design." LEED is a certification system administered by the United States Green Building Council (USGBC) for buildings that integrate environmentally friendly components and construction techniques to improve things like energy efficiency and air quality. Buildings receive points based on the number and quality of environmentally friendly features. There are four levels of LEED, based on the number of points earned: certified, silver, gold, and platinum. (Source: USGBC)

Legacy Phosphorus – Accumulation of phosphorus in soil or sediment, generally due to the over-application of fertilizers on agricultural fields.

Living Wage – A wage at which a person who works one full-time job can afford the basics for modern living, including food, shelter, utilities, transportation, and health care.

Living Wall – Also known as green walls: self-sufficient vertical gardens that are attached to the exterior or interior of a building. (Source: Green over Grey - Living Walls and Design Inc.)

MadiSUN – A City of Madison initiative, administered by local nonprofit RENEW Wisconsin, to expand solar energy installations on homes and commercial properties. MadiSUN offers group buys of rooftop solar for homeowners, a solar loan program for residents, and rebates for businesses. (Source: MadiSUN)

Master Plan for City Facilities – A document stating goals and actions to maintain and update City buildings and infrastructure.

Missing Middle Housing – A range of smaller multi-unit or clustered housing types compatible in scale with single-family homes. (Source: Opticos Design, Inc.)

Natural Soil Amendments – Substances used to improve the physical nature of soil by adding nutrients to the soil and helping retain moisture. (Source: Lowes)

Neighborhood Development Plan (NDP) – A plan prepared for largely undeveloped land on the city's edge. NDPs are adopted as supplements of the Comprehensive Plan and include recommendations for land use, transportation, parks and open space, and utilities.

Neighborhood Plan – A plan prepared for an already-developed area of the city that includes recommendations for land use, urban design, transportation, parks, placemaking, and other improvements/investments/changes to a given area. Neighborhood plans can encompass more than one neighborhood, and are generally adopted as supplements to the Comprehensive Plan.

Neighborhood Police Officers – Police Officers that are assigned to specific areas of the City. The neighborhoods are geographically small, and typically have a high need for police services.

Neighborhood Resource Teams (NRTs) – A citywide effort to coordinate and improve the delivery of City services to Madison's neighborhoods. NRTs provide a regular forum for City employees to meet, discuss, and support each other's efforts in delivering excellent City services. NRT membership can include alderpersons, City staff and non-City staff participants.

Neighborhood-Scaled Schools – Schools that are designed and built to become a center for interaction and are embedded within a neighborhood, not isolated on large sites surrounded by parking and large swaths of underutilized or unprogrammed greenspace.

Operating Costs – Expenses associated with the maintenance and administration of a business or government on a day-to-day basis, such as salaries.(Source: Investopedia)

Percent for the Arts – A requirement that 1% of public building project costs, for projects with an adopted budget of $5 million or more, be used for public art.

Permanent Supportive Housing – Housing that has social services and counseling programs to assist people with housing, mental health, drug, or other challenges, in the transition to self-sufficiency through gaining a stable income and other skills. (Source: APA, A Planners Dictionary)

Phytoremediation – The treatment of pollutants or waste (as in contaminated soil or groundwater) by the use of green plants that remove, degrade, or stabilize the undesirable substances (such as toxic metals). (Source: Merriam-Webster Dictionary)

Placemaking – Creation of an environment that fosters community, stimulates interaction, encourages entrepreneurship, generates innovation, and nurtures humanity. (Source: Project for Public Spaces)

Pollinators – Animals that assist plants in their reproduction. Species include ants, bats, bees, beetles, birds, butterflies, flies, moths, wasps, and others. (Source: USDA Forest Service)

Property Assessed Clean Energy (PACE) – Financing for energy improvements that addresses some of the economic barriers that have prevented the widespread adoption of home energy upgrades, including access to capital and efficient financing mechanisms for upgrades to existing homes. (Source: U.S. Department of Energy)

Public Housing – Decent and safe rental housing for low-income families, the elderly, and persons with disabilities that is owned by a government or government agency. Public housing comes in all sizes and types, from scattered single-family houses to high-rise apartments. (Source: HUD)

Rain Gardens – Gardens are specially designed to collect and infiltrate stormwater from impervious areas such as roofs, driveways, and heavily compacted lawns.

Recyclopedia – An annual City guide that provides information on trash collection, recycling "dos and don'ts," large item collection, and more.

Redevelopment – Construction of a new building where a building already exists.

Regional Agency – An organization whose interest extends beyond municipal boundaries.

Regional Transit Authority (RTA) – An entity created for providing organized, effective public transportation across municipal boundaries.

Report a Problem – A City program and website where community members can provide information on non-emergency issues typically related to public safety, including pothole concerns, snow removal, animal control, and stolen bicycles.

Resident Panels – A cornerstone of the Imagine Madison public engagement process. Formed through a partnership between the City of Madison and community-based organizations that have connections to Madison's communities of color, lower-income residents, and other residents whose voices are often missing from planning processes, the Resident Panels meant that the voices heard in the Imagine Madison process to be more representative of the city's population.

Results Madison – An effort by the City of Madison to coordinate actions as the City works on implementing various services. Results Madison also gathers and analyzes data to help provide information that can be used by City service providers.

Road Diet – Reducing the number of lanes dedicated for car travel on an underutilized road in favor of other features, such as bicycle lanes, turn lanes, or wider terraces.

SEED Program – A City of Madison program administered by the Madison Food Policy Council that provides grants to improve the local food system and make food more accessible to Madison residents.

Sense of Place – The characteristics of a location that make it readily recognizable as being unique and different from its surroundings and that provides a feeling of belonging to or being identified with that particular place. (Source: Scottsdale, AZ)

Shared Solar – A business model that allows multiple participants to benefit directly from the energy produced by a solar array. Participants typically own or lease a system or portion of a system or purchase kilowatt-hour blocks of renewable energy generation. (Source: U.S. Department of Energy)

Social Practice Artists – Artists who focus on social engagement, inviting collaboration with individuals, communities, and institutions in a dialog about community issues.

Step Backs – A building design where there are fewer stories closer to the lot line (for example, near sidewalks and adjacent properties) than the rest of the building.

Stormwater – Untreated runoff from rainfall and snowmelt. It flows across impervious surfaces, through fields and over construction sites, crossing municipal boundaries and can carry contaminants to lakes and streams. (Source: Dane County Office of Lakes & Watersheds)

Sub-Area Plan – A plan that covers an area smaller than the city as a whole. An umbrella term that encompasses "Neighborhood Development Plans," "Neighborhood Plans," and other types of plans, such as corridor plans (for major streets and the properties surrounding them) and special area plans (generally small areas of a few blocks).

Subdivision Ordinance – An ordinance adopted by the City Council that sets standards for the division of land/property.

Sustainable Agriculture – An integrated system of plant and animal production practices having a site-specific application that will, over the long term: satisfy human food and fiber needs; enhance environmental quality and the natural resource base upon which the agricultural economy depends; make the most efficient use of nonre-

newable resources and on-farm resources and integrate, where appropriate, natural biological cycles and controls; sustain the economic viability of farm operations; and enhance the quality of life for farmers and society as a whole. (Source: USDA)

Tax Increment Financing (TIF) – A governmental finance tool to provide funds to construct public infrastructure, promote development opportunities, and expand the tax base.

Terrace – The space between the sidewalk and the curb along a street.

Traditional Neighborhood Development (TND) – Development of a complete neighborhood using traditional town planning principles, such as provision of a range of housing types, a network of connected streets, a variety of public spaces, and a variety of destinations (such as schools, shops, offices, and places of worship) within walking distance.

Transit-Oriented Development (TOD) – Compact, walkable, pedestrian-oriented, mixed-use development that is centered around a high-quality transit line or system to encourage transit use and reduce car traffic generated by development.

Transportation Demand Management (TDM) – A program of information, encouragement, and incentives provided by companies and local or regional governments to help people know about and use transportation options beyond single-occupancy vehicles. It is used to optimize mobility by publicizing non-car options and to counterbalance the built-in government subsidization of parking and roads. (Source: Mobility Lab)

Transportation Management Association (TMA) – A nonprofit, member-controlled organization that provides transportation services in a particular area, such as a commercial district, mall, medical center or industrial park. TMAs are generally public-private partnerships, consisting primarily of area businesses with local government support. (Source: TDM Encyclopedia)

Tree Canopy – The layer of leaves, branches, and stems of trees that obscure the ground when viewed from above. (Source: Center for Watershed Protection)

Tier 1 Sidewalks – Sidewalks that should be added along streets that are close to schools, transit routes, or other features that attract pedestrians.

Tuj Lub – A top spinning game that is popular in the Hmong community and is played on a specialized court.

Underrepresented Groups – Groups of people with a common race, ethnicity, immigration status, age, income level, gender identity, or sexual orientation who have not typically participated in City decision-making processes commensurate with the proportion of the population they comprise. These groups have often experienced discrimination or marginalization based on their identity.

Urban Agriculture – The production of food for personal consumption, market sale, donation, or educational purposes within cities and suburbs.

Urban Biodiversity – The variety and variability among living organisms found in a city and the ecological systems in which they occur. (Source: "Urban Biodiversity and Climate Change" by Jose Antonio Puppim de Oliveira, Christopher N. H. Doll, Raquel Moreno-Peñaranda, and Osman Balaban)

Water Quality – The condition of water, including its chemical, physical, and biological characteristics with respect to its expected use (i.e., drinking, swimming, fishing, etc.). (Source: Florida Brooks National Marine Sanctuary, Key West, Florida.)

Watershed – An area of land that drains all the streams and rainfall to a common outlet such as the outflow of a reservoir, mouth of a bay, or any point along a stream channel. (Source: USGS)

Wisconsin Shares – A program that supports low-income working families by subsidizing a portion of the cost of quality child care while the parents or caregivers are work-ing or participating in another approved activity. Wisconsin Shares is implemented locally by counties and tribes. (Source: Wisconsin Department of Children and Families)

YoungStar Rating – Wisconsin's child care quality rating and improvement system. YoungStar Rating objectively measures child care quality, giving parents an easy way to compare child care options. YoungStar also supports child care providers with tools and training. (Source: Wisconsin Department of Children and Families)

Zones of Contribution (for Municipal Wells) – The entire land surface area over which water can infiltrate and move toward a well. (Source: WI DNR)

Zoning Code – An ordinance that regulates land use, lot size, building placement, building height, and other aspects of the development of land.

DATA REFERENCES/PHOTO CREDITS

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